

City of Bradford Early Intervention and Five Year Plan



Step IV - Police
and Fire Report

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TABLE OF CONTENTS

Step IV: Management Audit/Review – Public Safety	1
Police Department.....	1
Fire Department	31
Appendix 1 – IACP Calculation	51
Appendix 2 – IACP Professional Assistance	53
Appendix 3 – Sample Field Reporting Policy.....	55
Appendix 4 – Sample Policies – Western Pennsylvania Chiefs’ of Police Association	57
Appendix 5 – In-Service Training Opportunities	59
Appendix 6 – Sample Sick Leave Policy	61
Appendix 7 – New Police Chief Mentoring Project	63
Appendix 8 – Police Department Detailed Budget.....	65
Appendix 9 – Merging/Consolidating Fire Services in PA.....	67
Appendix 10 – Fire Department Agility Test	69
Appendix 11 – Sample Mutual Aid Agreement.....	71

Figures

Figure 1 – Current Organizational Structure of the Bradford Police Department	4
Figure 2 – Bradford Police Department – Annual Calls For Service.....	12

Tables

Table 1 – Offenses Known to Law Enforcement – 2009 Comparable Communities 2

Table 2 – Violent Crime Offences – Comparable Communities..... 3

Table 3 – Violent Crime Offenses Known To Law Enforcement Per Capita 3

Table 4 – City of Bradford Police Department 6-Year Staffing History 7

Table 5 – Total Law Enforcement Employees Comparable Communities 7

Table 6 – Law Enforcement Officers, 2009 Comparable Communities 8

Table 7 – Police Overtime, 2009 and 2010 22

Table 8 – Comparison PA Fire Departments – Staffing and Wages 33

Table 9 – Fire Department Overtime As Percentage of Total Compensation 34

Table 10 – Fire Department Expenditures as a Percentage of Total City Expenditures 35

Table 11 – Fire Expenditures as a Percentage of Total Expenditures for Comparative Cities 35

Table 12 – Detailed Summary of Fire Department Expenses 2004-2010 36

Table 13 – Bradford City Fire Department Calls for Service Review 37

Table 14 – Total Value of Fire Losses 2007-2010 38

Table 15 – Mutual Aid Calls to Foster Township 2009-2010 38

Table 16 – Ambulance Service Revenue and Expenditures 2004-2010 43

STEP IV: MANAGEMENT AUDIT/REVIEW – PUBLIC SAFETY

As part of the Early Intervention Program (EIP), and with assistance from Delta Development Group, Inc. (Delta), the City of Bradford (City) is required to perform a management audit of all major departments and operations. The audit is to include narrative summaries of each department, including budget and personnel information, as well as other relevant data.

This data is to be supported by interviews with each department's director and key staff in order to facilitate the most comprehensive view of the City's most critical operational needs.



POLICE DEPARTMENT

The review of the City of Bradford Police Department was conducted by John J. Daley, police consultant for Delta, as part of Step IV of the EIP Five-Year Financial and Management Plan for the City. Daley has over 30 years of experience in law enforcement, 17 of which were as second-in-command of a suburban Milwaukee, Wisconsin, police department, followed by four years as a police chief in Pennsylvania. He has a Master's Degree in Criminal Justice from the University of Wisconsin and he has taught college-level classes in the police science curriculum. He is a graduate of the FBI National Academy and has served as an Executive Board member of the Western Pennsylvania Chapter of the FBI National Academy Associates. Daley also serves as a security consultant, conducting internal investigations for a large corporation.

To complete this evaluation, the police consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Individual interviews were held with key personnel in the police department, including the chief of police, a police lieutenant, a sergeant, and a patrol officer, who all serve on the department's collective bargaining board. The ICMA publication *Standards for Effective Local Government* and publications through the International Association of Chiefs of Police (IACP) were used as part of the review of the department. The recommendations contained in this report are



based on recognized standards, accepted practices, and government mandates.

It is the intent of the consultant and Delta to provide Bradford public officials with a complete, comprehensive, and professional evaluation of the provision of police services to their community. This report is developed and submitted with the sole purpose of improving existing conditions through a comprehensive evaluation of the police operations.

BACKGROUND

Bradford, Pennsylvania, is a City of the Third Class located in rural McKean County, approximately 100 miles east of the City of Erie and two miles south of the New York state border. Bradford has a downtown business and retail district, and a mixture of residential areas, schools, and churches, along with the University of Pittsburgh, Bradford campus, the Bradford Regional Medical Center, and numerous manufacturing facilities. The population of Bradford peaked at 17,691 in 1940, but as of the 2010 census, had dropped to 8,770. Despite the declining population, Bradford remains the most populous community in McKean County. Two adjoining townships (Bradford and Foster), home to approximately 9,000 people, make the population of greater Bradford about 18,000.

The Bradford Police Department provides police services to the City on a 24-hour-a-day/7-day-per-week basis and it has the largest police force in McKean County. Until December 2009, the Bradford Police Department had police officers performing dispatching duties. However, that was discontinued and dispatching services have since been provided through the McKean County 9-1-1 Center.

CRIME IN THE CITY OF BRADFORD

The latest available data gathered by the U.S. Department of Justice through the Uniform Crime Reporting System indicates that there were 35 violent offenses reported in the City of Bradford in 2006. The number of violent offenses rose to 44 and 50, respectively, in 2007 and 2008, and then dropped to 45 in 2009.

Table 1 shows the number of violent crimes known to law enforcement in the City of Bradford and eight other communities with comparable populations for 2009. There were 45 cases of violent crime, which included 35 aggravated assaults, 9 sexual assaults, and 1 robbery. Property crimes were almost six times more prevalent than violent crimes with 259 occurrences reported. Among the property crimes were 233 cases of theft, 18 burglaries, and 8 vehicle thefts. There was also one arson case reported. There were a total of 305 offenses that occurred in the City of Bradford in 2009, or 0.83 crimes per day.

TABLE 1 – OFFENSES KNOWN TO LAW ENFORCEMENT – 2009 COMPARABLE COMMUNITIES

Offenses Known to Law Enforcement - 2009 Comparable Communities											
Municipality	Pop.	Violent Crime	Murder & Non-Negligent Mansltr.	Forcible Rape	Robbery	Agg. Assault	Property Crime	Burglary	Larceny Theft	Vehicle Theft	Arson
Bradford	8,312	45	0	9	1	35	259	18	233	8	1
Carbondale	9,147	17	0	0	2	15	148	36	98	14	0
Connellsville	8,404	20	1	4	6	9	409	92	299	18	0
Foster *	4,204	4	0	1	0	3	56	4	51	1	0
Jeannette	9,777	69	0	1	5	63	159	37	122	0	3
Lock Haven	8,477	21	0	7	1	13	287	46	240	1	0
Monessen	7,958	46	0	3	10	33	232	54	168	10	3
Sunbury	9,737	96	0	9	4	83	297	66	223	8	2
Warren	9,316	132	2	2	3	125	156	25	129	2	4

SOURCE: U.S. DEPARTMENT OF JUSTICE — FEDERAL BUREAU OF INVESTIGATION

* FOSTER TWP. WAS INCLUDED DUE TO ITS PROXIMITY TO BRADFORD.

TABLE 2 – VIOLENT CRIME OFFENCES – COMPARABLE COMMUNITIES

2005-2009						
Violent Crimes – Comparable Communities						
City	2005	2006	2007	2008	2009	% change from 2005 - 2009
Bradford	-	35	44	50	45	28.6%
Carbondale	28	12	31	24	17	-39.3%
Clairton	33	56	-	47	-	N/A
Connellsville	32	18	28	19	20	-37.5%
Foster*	7	3	3	2	4	-42.9%
Jeannette	-	-	70	61	69	N/A
Lock Haven	18	19	18	19	21	16.7%
Monessen	82	62	80	51	46	-43.9%
Sunbury	68	79	102	81	96	41.2%
Warren	70	131	172	133	132	88.6%

SOURCE: U.S. DEPARTMENT OF JUSTICE - FEDERAL BUREAU OF INVESTIGATION
*FOSTER TWP. WAS INCLUDED DUE TO ITS PROXIMITY TO BRADFORD.

TABLE 3 – VIOLENT CRIME OFFENSES KNOWN TO LAW ENFORCEMENT PER CAPITA

Violent Crime Rate – Per Capita						
Comparable Communities						
City	2005	2006	2007	2008	2009	% change from 2005 - 2009
Bradford	-	4.0	5.2	6.0	5.4	33.9%
Carbondale	3.0	1.3	3.3	2.6	1.9	-37.3%
Clairton	4.0	6.9	-	6.0	-	N/A
Connellsville	3.7	2.1	3.3	2.2	2.4	-34.9%
Foster	1.6	0.7	0.7	0.5	1.0	-39.9%
Jeannette	-	-	7.0	6.2	7.1	N/A
Lock Haven	2.0	2.2	2.1	2.2	2.5	23.9%
Monessen	9.7	7.5	9.8	6.4	5.8	-40.7%
Sunbury	6.7	7.8	10.4	8.3	9.9	47.7%
Warren	7.1	13.6	18.1	14.2	14.2	98.3%

RATE ILLUSTRATES NUMBER OF VIOLENT CRIMES PER 1,000 PEOPLE
*FOSTER TOWNSHIP WAS ADDED DUE TO ITS PROXIMITY TO BRADFORD.
SOURCE: U.S. DEPARTMENT OF JUSTICE - FEDERAL BUREAU OF INVESTIGATION

Table 2 above shows the number of violent crime offenses known to law enforcement between 2005-2009 in the City of Bradford and nine comparable communities. **Table 3** shows the violent crime per capita in those same communities. The data shows a 28.6% rise in violent crime for Bradford between 2006 and 2009, which included a 10% drop from 2008 to 2009.

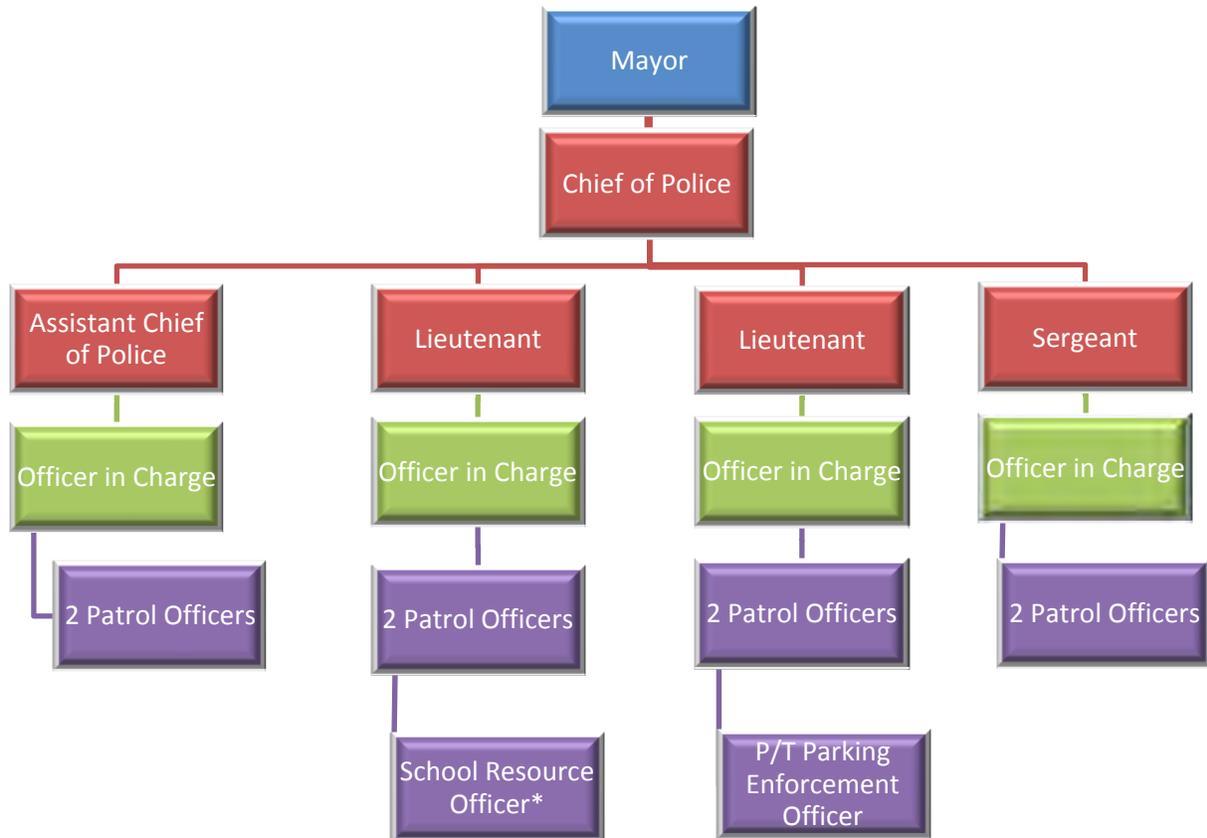
ORGANIZATIONAL STRUCTURE AND MANAGEMENT

The police department, as established by the Pennsylvania Third Class City Code, is under the supervision of the Mayor, with the Chief of Police directing the day-to-day operations. Currently, the police department has a total of 19 employees as follows:

- One Chief of Police
- One Assistant Chief of Police
- Two Lieutenants
- One Sergeant
- Twelve Patrol Officers
- One School Resource Officer (SRO)
- One part-time Parking Enforcement Officer

The police department is divided into four platoons of officers; one platoon is led by the assistant chief, the second and third platoons are led by lieutenants, and the fourth platoon is led by a sergeant.

FIGURE 1 – CURRENT ORGANIZATIONAL STRUCTURE OF THE BRADFORD POLICE DEPARTMENT



SOURCE: DELTA DEVELOPMENT GROUP, INC.

*The School Resource Officer (SRO) joins a dayshift platoon on days when school is not in session.

Bradford also has a contingent of “Special Police” that is made up of citizens who provide security presence at community functions and direct traffic at various events, including fires and school activities. The special police officers are not armed and they have no arrest powers. They wear a police-style uniform, but it is different than the regular officers’ uniforms. Although the special police officers are paid \$10 per hour for their services, they are not considered to be police department employees. They are not under the supervision of the police department and they do not receive training from the police.



POLICE MANAGEMENT

In April 2010, there were major changes made in the management structure of the Bradford Police Department. The previous chief of police, who had been the chief for only two years, abruptly left the force. The Mayor, whose duty it is to appoint the police chief, interviewed members of the Bradford Police Department before selecting a patrolman to be the new chief of police. In addition, the Mayor created a new rank of assistant chief of police and appointed another

patrolman to fill that position. Neither the chief nor the assistant chief of police held any supervisory rank or management positions in the police department prior to being promoted to their current positions.

The chief of police worked for the Bradford Police Department since January 1996. Prior to that, he had been a part-time police officer for the Smethport Police Department and a corrections officer at the Federal Corrections Institution – McKean. The assistant chief of police has nine years of experience with the Bradford Police Department and two years of experience as a part-time patrol officer for the Foster Township Police Department.

The fact that neither the chief of police, nor the assistant chief of police, ever held supervisory positions in the police department prior to being promoted to their current positions, presents challenges for both of them. With neither of them having police management training or experience, they will both have to develop knowledge, skills, and abilities that usually are gained through holding various ranks along the way to the top management positions in a police department. Both



individuals acknowledged their lack of formal management training and experience, and expressed a strong desire to enroll in classes to develop professionally in their new roles.

Communication is an integral part of any organization and effective police managers encourage their employees to participate in dialogue regarding ideas and suggestions to improve the department and its operations. Best practices call for the chief of police to hold regularly scheduled staff meetings with all

supervisory staff members whereby discussions can be held regarding issues facing the department and strategies can be developed to address those issues. The current Chief of Police began holding monthly meetings shortly after assuming his position, which provides him an opportunity to communicate directly with the supervisors and ensure the management team is united in carrying out the department's mission.

Part of management's responsibility is procuring resources that help to achieve the mission of the agency. When funding is limited, such as it is in the City of Bradford, it becomes imperative for managers to constantly be alert for opportunities to obtain funding through available grants, and to take advantage of programs that are either free or low cost. Pennsylvania police departments can register with the Pennsylvania Commission on Crime and Delinquency to be notified of available grant opportunities. Agencies need only to register at https://www.pccdegmis.state.pa.us/pccd_egmis/Public/Subscribe.aspx in order to have an e-mail notification automatically sent to them advising of funding opportunities. The Bradford Police Department has taken advantage of this program and has been receiving notifications of available grants since 2010.

A free program that the Bradford Police Department could use is "Nixle" (<http://www.nixle.com>), which is a public networking site that allows police departments to send secure instant emergency messages to designated users, or to all users in a specific geographic area. Members of the public can sign up to receive important information directly from the police department about incidents occurring in their area. Another free program that the Bradford Police Department could participate in is called "A Child Is Missing" (<http://achildismissing.org>). This service is available for use whenever a child is reported missing and the police department wishes to instantly alert members of the community in an attempt to help locate the missing child. An automated message with the child's description and other relevant information gets sent to all telephone subscribers in a designated area. These are just some examples of ways that agencies can do more with less.

Other management issues will be discussed later in this report.

STAFFING LEVELS

A review of the staffing levels at the Bradford Police Department going back to 2006 reveals that the number of police officers has declined from a high of 22 total officers in 2006 to the current level of 18 total officers.

The current number of police officers appears to be adequate to maintain the style and level of police services the City of Bradford residents are accustomed to. The staffing levels of comparably sized communities and police departments (2009), as shown in **Table 4** and in **Table 5**, indicate the Bradford Police Department has the highest number of officers. (Note: The latest year that staffing level information was available from the comparable agencies was 2009.)

TABLE 4 – CITY OF BRADFORD POLICE DEPARTMENT 6-YEAR STAFFING HISTORY

City of Bradford Police Department				
6-Year Staffing History				
Year	Patrol Officers	School Resource Officer	Chief of Police	Total Officers
2006	20	1	1	22
2007	20	1	1	22
2008	18	1	1	20
2009	19	1	1	21
2010	16	1	1	18
2011	16	1	1	18

SOURCE: CITY OF BRADFORD POLICE DEPARTMENT

TABLE 5 – TOTAL LAW ENFORCEMENT EMPLOYEES COMPARABLE COMMUNITIES

City	2006	2007	2008	2009
Bradford	22	22	22	21
Carbondale	15	11	14	15
Connellsville	19	-	16	17
Jeannette	-	15	17	17
Lock Haven	-	-	-	15
Monessen	12	12	12	12
Sunbury	19	14	14	13
Warren	23	20	20	20

SOURCE: CITY OF BRADFORD POLICE DEPARTMENT

TABLE 6 – LAW ENFORCEMENT OFFICERS, 2009 COMPARABLE COMMUNITIES

City	Population	Total Officers	Violent Crime
Bradford	8,312	21	45
Carbondale	9,147	15	17
Connellsville	8,404	17	20
Jeannette	9,777	17	69
Lock Haven	8,477	15	21
Monessen	7,958	12	46
Sunbury	9,737	13	96
Warren	9,316	20	132

SOURCE: U.S. DEPARTMENT OF JUSTICE — FEDERAL BUREAU OF INVESTIGATION

PATROL FUNCTION

The patrol function is the backbone of every local police department, and its importance is best depicted by the following statement:

Patrol is the primary and most important activity of the police organization. The patrol force is the largest unit of the police organization, is distributed throughout the community and operates on a 24-hour basis; its members are in constant contact with the public. The patrol function is so basic to meeting the police responsibility that its objectives are synonymous with the total police responsibility. These objectives include the prevention and suppression of crime, the safeguarding of lives and property, the apprehension of criminals, the control of traffic and non-criminal conduct and the provision of public services.¹

The Bradford Police Department has a total of 16 police officers assigned to the patrol force, of which four are supervisors. When school is not in session, the SRO is assigned to patrol duties and added to the day shift (7 a.m. – 7 p.m.). The Bradford Police Department policy states that there shall be a minimum of two officers working on each shift. When the department’s staffing level is not depleted by sick day usage, vacations, compensatory days off, court appearances, etc., there are four officers on duty for the day shift and four officers on duty for the night shift (7 p.m. – 7 a.m.).

¹ Vern L. Foley, *Police Patrol Techniques and Tactics* (Springfield, Ill.: Charles C. Thomas, 1973).

The International Association of Chiefs of Police (IACP), which is widely recognized as an authority on police administration, has developed a formula designed to address the staffing requirements of any given municipality with respect to the patrol function of a police department. The formula takes into account the annual calls for service and the number of hours that are available and required to perform routine patrol functions such as responding to calls, investigating the incidents, and writing reports regarding the incidents. When sick days, compensatory time, vacation time, bereavement days, holidays, and other time off are factored into this equation, the requirement for the Bradford Police Department is between 6 based on population and 13 based on calls for service. (See **Appendix 1** for the detailed IACP Calculation of the patrol requirements.) As stated earlier, the Bradford Police Department has 16 patrol officers performing patrol duties. However, this number includes the assistant chief of police, the two lieutenants, and the sergeant who all provide some patrolling hours, but also have administrative and supervisory duties. It also includes the School Resource Officer who is assigned to the schools during the school year but is available during the summer months for patrols.

“In utilizing this (IACP) formula, the requirement for the Bradford Police Department is between 6 based on population and 13 based on calls for service.”

The IACP recognizes this formula cannot be used by all communities to determine staffing levels because communities are unique and the type of policing is not the same in every community. The IACP offers a service, free of charge to cities, whereby it will bring a team into a community to specifically evaluate the patrol needs. Among the factors that they consider when making a recommendation are the following:

- Policing philosophy
- Police policies and practices
- Number of calls for service
- Population style and density
- Composition of population, particularly age structure
- Stability and transiency of population
- Cultural conditions
- Policies of prosecutorial, judicial, correctional, and probation agencies
- Crime reporting practices of citizenry
- Municipal resources²

Some police departments divide up their officers' time by having them dedicate 1/3 of their time to answering calls for service, 1/3 of their time for patrolling and engaging in proactive activities, and

² International Association of Chiefs of Police, Patrol Staffing and Deployment Study. (See Appendix 2 for information about the IACP Professional Assistance Program.)

1/3 for performing administrative duties, breaks, and meetings with supervisors. Other police departments might not have time for their officers to provide any patrol or engage in proactive activity due to the high volume of calls for service. If a department/community wants its officers to be dedicated to community relations, problem solving, or using more proactive activities, more officers will be required to fulfill the patrol function. On the other hand, departments/communities that do not emphasize the community-oriented approach to policing can get by with fewer officers.

In determining how many patrol officers are needed for a community, the amount of available municipal resources is most often the controlling factor. In other words, the question is not, "How many patrol officers does Bradford need?" Rather, the question is, "How many patrol officers can Bradford afford?" The answer to that question must come from the political decision makers in the City with consideration of input from the police chief.

SUPPORT STAFF

Many police departments use civilian employees to perform duties that do not require the knowledge, skills, and abilities of a trained police officer to perform. By using civilians to perform what are considered clerical duties, law enforcement agencies are able to save money by paying a clerk's salary rather than a police officer's salary.

The Bradford Police Department has no civilian support staff to perform the clerical duties that are required in every police department. Those duties typically include, but are not limited to: answering telephone calls and taking messages for department employees; filing traffic and non-traffic citations; invoicing officer work details; updating case dispositions from court records; maintaining arrest files; expunging department records; recording and disseminating court subpoenas for officers; maintaining officer training records; filing Uniform Crime Reports; performing background checks for military recruiters; copying and faxing necessary reports; maintaining property receipts and prisoner logs; maintaining office supplies/forms; ordering uniforms for officers; maintaining vehicle maintenance records; checking invoices for approval and payment; maintaining payroll records; keeping track of officers' vacation time and sick time usage; and performing any additional administrative assignments given to the clerk by the chief of police.

Currently in the Bradford Police Department, most of the clerical duties listed above are being performed by the chief of police, one of the supervisors, or by patrol officers. Not only is it expensive having clerical work performed by sworn officers, it takes a great deal of time, which could be spent performing other tasks that require their attention.

PERFORMANCE STANDARDS

During the review of the Bradford Police Department it was clear to this consultant that a culture developed within the department over a long period of time, whereby officers needed to display only a minimal amount of effort in order to get by. The department does not have job performance standards, nor do the supervisors complete job performance evaluations of the officers they supervise. Essentially, as long as officers do not violate any rule, regulation, or policy, they are free to spend their 12-hour shifts doing as little work as they choose to do.

Issues that were identified by those interviewed included a lack of leadership by previous chiefs; lack of management training for supervisors; lack of supervision of officers; lack of job performance standards; lack of enforcement of rules and regulations; and misuse of sick time. The remedy to all of these issues begins with management's recognition of the problem, and then working to change the department culture with the support of the supervisors.

With an average of 43 violent crimes and approximately 250 property crimes reported per year in Bradford, officers have a great deal of time to engage in patrol activities. Yet only 300 traffic citations were issued during all of 2010, which is less than one citation per day for a department with 16 officers assigned to patrol. Supervisors should be encouraging their officers to make traffic stops, not only for traffic safety reasons, but because officers will often find evidence of other crimes during their contact with traffic violators. The best example of that is Timothy McVeigh, the Oklahoma City bomber, who was apprehended for a traffic offense. Officers are taught in the police academy that people with outstanding arrest warrants, drugs, guns, and stolen property frequently break traffic laws. Traffic law enforcement activity is a good way to apprehend criminals and deter criminal activity in areas where police presence is apparent.

SERVICE LEVELS

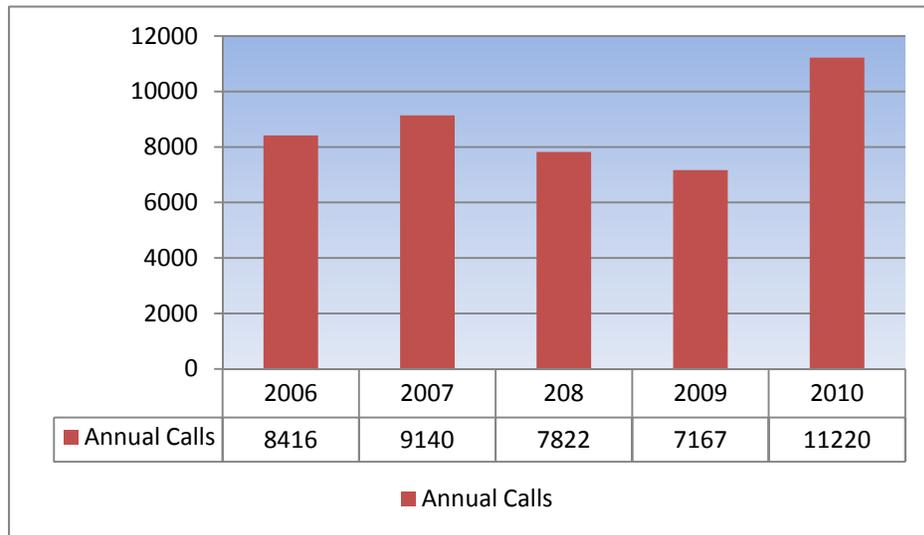
CALLS FOR SERVICE – HISTORICAL DATA

The records of the Bradford Police Department indicate the total number of calls for service from the year 2006 through 2009 have ranged between 7,000 and 9,000 per year. In 2010, the number of calls for service steeply increased to 11,220 calls. The reason for the significant increase is that in 2010, the Bradford Police Department began using McKean County's 9-1-1 call center for dispatching. As a result of that change, telephone calls to the Bradford Police Department that had previously been routinely handled by one of the police officer/dispatchers and not recorded as calls for service are routed to the county dispatch center. The county dispatcher logs each call as a call for service and refers the call to a Bradford police officer to handle. Although the caller may have been merely calling to speak with an officer regarding a nonpolice matter, it would still be counted as a call for service.

Over the four-year period of 2006 to 2009, the annual calls for service averaged 8,136, or 678 per month. As stated above, in 2010 there were 11,220 calls for service, for an average of 935 calls per month. These numbers do not reflect officer-generated activities that did not result in a report being written on the event.

Figure 2 below is a yearly history of the calls for police service in Bradford from 2006 through 2010.

FIGURE 2 – BRADFORD POLICE DEPARTMENT – ANNUAL CALLS FOR SERVICE



SOURCE: BRADFORD POLICE RECORDS AND MCKEAN COUNTY 911

These statistics are only one measure by which the planning of police services can be calculated. In utilizing the formula used by the IACP, these numbers were one of the factors used to calculate the number of patrol officers the department needs to conduct effective police patrols.

EMERGENCY RESPONSE TEAM

The Bradford Police Department has a team of eight officers that have completed a one-week training course in basic special weapons and tactics. These officers are trained in high-risk entry techniques and other tactics for handling incidents involving barricaded and armed subjects. The department has equipped the team members with specialized equipment, including flash bangs, gas masks, shields, helmets, and specialized firearms.

In deciding to create its own Emergency Response Team (ERT), the department administrators decided that although the Pennsylvania State Police (PSP) does have an ERT that would respond if the Bradford Police Department requested their assistance, the extended waiting period for a PSP team to arrive on the scene in Bradford and to complete preparations, made it necessary to find an alternative to the PSP. Since the nearest agency to Bradford that has an emergency response team is 90 miles away in Erie, it became obvious that Bradford needed its own ERT. Previously, the ERT had been training between two and four hours per month, but that practice time was temporarily discontinued. Reportedly, the monthly practice sessions will resume in the near future.

INVESTIGATIONS

Since the Bradford Police Department does not have any detectives or investigators to conduct follow-up criminal investigations, patrol officers dispatched to a call typically conduct the investigation themselves. The PSP are available to assist in serious cases such as criminal homicides, suspicious deaths, sexual assaults, arsons, etc., or if there is a need for crime scene investigators.

As noted above, the Bradford Police Department has 16 full-time officers assigned to the patrol function while the IACP staffing formula indicates that, based on call volumes, approximately 13 officers can be supported. It would be beneficial for the department to have one of the current patrol officers assigned to perform criminal investigations on a full-time basis. The officer should be used to conduct investigations of crimes that require extensive investigative effort and expertise; more than patrol officers can typically dedicate to a case. The investigator should be available to assist patrol officers with their investigations as well as perform independent investigations. The selected officer should receive specialized training in interview and interrogation techniques, crime scene processing, as well as other relevant training for an investigator. Currently, the police department has to rely upon the PSP to process a crime scene, but the PSP will not respond unless it is a very serious crime. Ordinary property crime scenes are not processed completely as a result. Having an officer trained in crime scene investigation will result in more evidence being recognized, collected, preserved, and used in criminal prosecutions.

Undoubtedly, the clearance rate for criminal investigations will rise when an officer can dedicate full-time attention to investigations, resulting in more criminals that will be identified, apprehended, and prosecuted.

DISPATCH FUNCTION



The City of Bradford relies upon the McKean County 9-1-1 Center to provide emergency dispatching services for the community. This includes police, fire, and ambulance service. Previously, dispatching was provided by Bradford police officers who dispatched from an office in the police station. The elimination of the dispatch function from the police department eliminated a redundant service and expense because McKean County was already providing dispatch services for any community within the county that wished to use their services at no cost.

Prior to the elimination of the Bradford Police Department's in-house dispatching, all the telephone calls made to the Bradford Police Department were answered by Bradford police officers. Now, however, if a caller wishes to speak to a Bradford police officer, the McKean County 9-1-1 center dispatcher takes down the caller's information and advises the caller that a Bradford police officer will call him/her back. The dispatcher then calls a Bradford police officer on the police radio and advises the officer to call the dispatch center. Since only the officer-in-charge has a department-issued cell phone, the Bradford officers return to their police station to make the telephone call to the county 9-1-1 center to obtain the caller's information. After obtaining the information from the dispatcher, the Bradford officer then calls the original caller. This process can cause considerable delay from the time the caller makes the original phone call until an officer is able to return the telephone call.

There is also a nonemergency telephone number for the Bradford Police Department that callers can use to leave a recorded message for Bradford police. It was reported that callers have become frustrated when they were unable to reach a Bradford police officer when they called, and a number of them have left nasty messages due to lack of personal contact.

It would be far more expedient if the police department provided cell phones for the use of on-duty officers. Dispatchers could call an officer on the phone and provide the necessary information to the officer. The officer could then immediately contact the original caller without having to drive to the police station to return the call. Another advantage for the officers being equipped with cell phones is that information that should not be broadcast across the police radio can be exchanged quickly between dispatchers and officers, or supervisors and officers, without the parties returning to the police station or meeting with officers on the street.

An even better way for the police officers to communicate is through the use of Mobile Data Terminal (MDT) laptop units in the vehicles. Most modern police departments equip their vehicles with MDT units that allow the officers to connect to record management systems and other police databases in order to access information, initiate police reports, and communicate with other offices via an Internet wireless connection. This option is discussed in greater detail under the Records Management section of this report.

PROCEDURES

RECORDS MANAGEMENT

The Bradford Police Department uses the “Visual Alert” computerized Records Management System (RMS) and will be soon upgrading to a more recent version of Visual Alert. Visual Alert is a capable RMS and is favored by many Pennsylvania police departments due to it being a user-friendly software program that allows officers to enter data such as: crime reports; arrest reports; booking information on prisoners; recovered evidence; vehicle information; etc. Reportedly, the Visual Alert RMS has worked well and meets the needs of the department. The upgrade for the RMS will allow the department to use bar code labels for tracking all property and evidence that comes into the department’s possession. The officers use computer terminals in the police station to enter their reports into the system.

The officers also have computer access to the records of the state criminal justice files (CLEAN), federal criminal justice files (NCIC), and the Pennsylvania Department of Transportation’s (PennDOT) driver’s license files and vehicle registration records.

The Bradford Police Department has a policy on the use of departmental and state computers (Section 6 of the Bradford Police Department policy manual); however, the policy is deficient in that it does not specify when officers are required to write a report, nor does the existing policy require any supervisory review of written reports. There is an expectation that officers will complete police reports on incidents whether they are dispatched to the incident, or they initiate an investigation on their own. However, there is no policy specifying when reports are required. A proper field reporting policy requires a supervisor to review the reports that are generated by officers in order to ensure a report was written, and that the report is accurate, complete, and coherent. Without supervisory review of the officers’ reports, command level personnel do not know what officers are doing on

their investigations and what progress, or lack thereof, officers are making on incidents they are assigned to handle. Report writing by officers and supervisory review are quality control measures of the officers and their work product. (See **Appendix 3** for a Sample Field Reporting Policy.)

Many Pennsylvania police departments have installed mobile data terminals (MDTs) in their police patrol cars, thus enabling officers to exchange data directly with the dispatch center, the National Crime Information Center (NCIC), Pennsylvania's Computerized Law Enforcement Network (criminal records), PennDOT (vehicle and driver records), as well as other police agencies and officers. Using an MDT, an officer can quickly run queries to determine whether a person is wanted, has a criminal record, has a valid driver's license, or is driving a properly registered vehicle or a stolen car. In addition to running queries on the MDTs, officers are able to receive data from the dispatch center regarding assignments they are dispatched to handle. All the information can be sent by the dispatch center in a format that the officer can insert into an incident report or a crime report and thus save the officer from having to return to the police station to do a report.

A typical example might be that the dispatch center receives a complaint of a burglar alarm activated at a residence. The dispatcher inputs the information into the Computer-Aided Dispatch (CAD) system and dispatches police units to investigate. The information is sent via computer to the police officer's MDT as the officer responds to the scene. If after investigating the call, the officer determines it was a false alarm, the officer would enter a brief narrative report giving the disposition of the investigation and whatever action the officer took. The incident report is completed without the officer ever having to leave the beat area. In the event that a burglary has been committed and an offense report needs to be completed, the officer can automatically transfer all the data from the dispatch to the police report form. The officer would have the option of doing the police report in the vehicle or completing the report at the police station.

The MDTs give officers the ability to complete their required reports without having to return to the police station, and thereby keeps them on the street to respond immediately to other calls, providing a continued, visible police presence in the community. The purchase of MDTs may often be a part of an equipment grant or purchase through a regional or statewide cooperative purchasing contract.

POLICY AND STANDARD OPERATING PROCEDURES

The head law enforcement officer in each jurisdiction is responsible for directing the officers on how they are to do their jobs, and that is best accomplished through formal written policies and procedures. Policy and procedure manuals are a collection of directives that provide guidance to the police department employees in performing their duties in given circumstances. In some cases, policies or procedures are written in a general manner giving officers a great deal of discretion in handling incidents, while other policies or procedures may be very specific in what an officer is required to do. Written policies and procedures ensure that all agency personnel perform their duties in a uniform, consistent manner and assigns responsibility for doing the job correctly.

A policy manual should be a user-friendly resource that officers can refer to for guidance in handling particular types of incidents. The manual should be constructed in a way that can easily be amended or changed as necessary, in order to address new laws and changes in contemporary police procedures. Many police departments now have their policies and procedures on compact discs, which allows for each officer to be given a copy of a disc, rather than issuing a bulky three-ring binder

to each officer. Policy updates can be e-mailed to officers and downloaded onto the discs. Outdated policies and procedures can be easily deleted, thereby keeping the officers' copies current.

In addition to giving direction to officers on how they are expected to do their jobs, a comprehensive, up-to-date policy and procedure manual provides protection for the community, for the agency, and for the individual employees when lawsuits are filed against any or all of the above. If an officer follows a well-reasoned policy that reflects recommended contemporary police practices, it is a strong defense against allegations of wrongdoing on the part of police.

The average tenure of members of the Bradford Police Department is 10 years of service and presumably the officers know how to do their jobs without having to refer to a policy and procedure manual for routine matters. However, sometimes serious incidents happen that officers have limited or no experience in handling. Yet, the officers are expected to know how to handle serious, complex situations and to follow certain steps designated by statutes, case law, and policies of the department and district attorney. If an officer neglects to perform a critical step, or performs a task improperly, it can sometimes do irreparable harm to criminal cases. If there is a written policy manual readily available for officers to refer to, it can act as a checklist for officers and help to ensure a successful outcome.

The Bradford Police Department has a Policy and Procedure Manual that was revised in 2001 and is in need of updating. After reviewing the existing policy manual, it is apparent that these policies were not written specifically for the Bradford Police Department; rather they are a collection of generic police policies that lack specificity. As a result of adopting all these generalized policies without tailoring them specifically to the Bradford Police Department, the policies are too vague and broad, leaving the officers with little guidance.

As an example of a policy being too broad in scope, the firearms policy (Section 10.8.4 in the Bradford Police Department policy manual) permits officers to choose a duty weapon from among five different calibers, which means the department has to purchase and keep in stock five different types of ammunition. Also, the policy does not specify what firearm manufacturers or models are authorized. A better policy would specify a single caliber weapon that the Bradford Police Department officers are permitted to carry and would name which manufacturers and which models are approved. Specificity in policies removes ambiguity for the officers and establishes uniformity in weapons training, quality, and performance.

Another example of a policy that is too general, or too broad in scope, is Section 14, Use of Non-Deadly Force. Section 14.1 states the following:

“Officers may use skill and physical strength, restraint devices, chemical weapons or impact weapons to apply non-deadly force. Officers must receive instruction in the proper use of any weapon carried on duty.”

Nowhere in Section 14 does it specify what nonlethal weapons Bradford police officers are authorized to carry, nor does the policy require officers to demonstrate a proficiency in using the weapons. So, if an officer used nun-chucks (a martial arts weapon made of two short-handled sticks connected by a length of chain) to subdue an arrestee, it would not be a violation of this policy, as long as the officer had read the instruction book that came with the weapon. Furthermore, nowhere

in Section 14 does the policy require an officer to provide first aid or medical assistance to a party injured as a result of an officer using non-deadly force.

These are examples of policies in the Bradford Police Department manual that are too vague and too broad. There are other examples like these throughout the policy manual that need to be rewritten to protect the City, the department, and the officers from unnecessary risk and liability.

The Pennsylvania Chiefs of Police Association offers sample policies for consideration by local law enforcement agencies. These policies have been reviewed and can be adapted to almost any police department's policy manual. Examples from the Western Pennsylvania Chiefs' of Police Association can be found in **Appendix 4**. Also, the IACP is recognized as the authority for law enforcement policy. Chiefs are invited to take the IACP's sample policies and amend them, as needed, for implementation by their individual departments. But as noted above, the policies should be modified as needed to address issues specific to the Bradford Police Department.

ACCREDITATION

In 2001, Pennsylvania implemented a process through which police departments of all sizes can assess their agency's policies and procedures and determine if they are compliant with recognized professional police standards. The Pennsylvania Chiefs of Police Association developed an accreditation program that addresses all of the elements, policies, procedures, and standard operations that should be in existence in a contemporary Pennsylvania police department. Currently, there are 70 law enforcement agencies out of 1,150 in Pennsylvania that are accredited and another 226 agencies that are in the process of becoming accredited.

In preparation for accreditation certification, members of the police department scrutinize every element of the department's operations to make certain that they are consistent with contemporary standards. This includes everything from operating procedures and policies, training, facilities and equipment, to citizen complaint-filing procedures. The complete Accreditation Standards Manual developed by the Pennsylvania Chiefs of Police Association is available and online at: www.pachiefs.org.

Accreditation is a three-phase process. The first phase is the application and enrollment in the accreditation program, for which there is a \$250 fee. The agency is then supplied with all the material needed to create files and to begin the second phase, which is the Self-Assessment phase. In the second phase the department examines its own operations to determine what policies and procedures need to be implemented or amended to be in compliance with the standards manual. When the agency has completed the second phase, a team of outside assessors will come to the agency for the third phase, which is the On-Site Assessment. The assessors will conduct a thorough two-day review of the agency's files to ensure the policies are in compliance. Upon successfully passing the assessors' review, the agency will become accredited and remain so for a three-year period.

When a police department gains accreditation from the Pennsylvania Chiefs of Police Association, it becomes recognized as being among the best police agencies in Pennsylvania. It instills a sense of pride in the officers and it can be an incentive for other communities to contract services from that department. Not only does the accreditation process ensure that a police department has up-to-date

policies and procedures, it also qualifies an accredited agency for a 10% reduction in their liability insurance premiums. The reduced premium is because the insurance industry recognizes that an accredited police department is dedicated to maintaining a professional standard of excellence in the performance of their duties, and thereby reduces the risk of lawsuits.

EVIDENCE STORAGE AND RESPONSIBILITY

The Bradford Police Department evidence/property room is far too small for the amount of evidence and property currently stored there. It is impossible to move about within the room without moving items out of the way to clear a path. If officers need to obtain items for court purposes, they have to set aside sufficient time in advance to search the property room for the evidence they need.

Contrary to modern police policies and practices, all Bradford Police Department employees have access to the evidence room and the items stored therein instead of being restricted to one or two designated property room officers. Currently, all officers are permitted to enter the evidence room at any time to place items into evidence, or to remove items. The lack of restrictions on entry to the evidence room, and the lack of procedural controls present a serious breach of evidentiary chain-of-custody for the department. If the chain-of-custody regarding evidence is ever brought into issue at a court trial, it is likely the defense would prevail in challenging whether the evidence had been kept secured and not subject to tampering. As is, an unscrupulous officer could easily remove money, drugs, or other valuables from the property room without anyone knowing until the items were needed for court or some other purpose.

Security of the evidence room is a serious issue for any police department, and the chief has made it a priority for the Bradford Police Department to replace the current evidence room. Currently, there is a new evidence room under construction in the Public Works Department garage. Evidence lockers are to be installed so that officers will place items in the lockers outside the evidence room and the items will be subsequently placed inside the evidence room by a property officer. Items that need to be removed from the evidence room for court or other purposes will be returned to the officer without the officers having to obtain items from the evidence room themselves. Security cameras and an alarm system will be installed when the room is completed and ready for use.

As mentioned earlier, the upgrade in the software for the Visual Alert records management system will make it possible for evidence to be tagged with a bar code sticker that will enable the evidence to be automatically recorded in the RMS. The automated system will make it much easier to properly tag, store, and retrieve evidence in the evidence room.

Currently, policies regarding the collection of evidence and storage practices employed by the Bradford Police Department are not adequate or consistent with acceptable police standards. The current policies are insufficient to ensure officers take the proper steps to package, label, preserve, and document evidence in a manner that will ensure admissibility in court. Accreditation standards require that an annual audit and inventory be performed on all evidence and property that is being held by the law enforcement agency. This ensures the reliability, integrity, and accountability of the evidence/property process. It also ensures that evidence and property that no longer needs to be retained is removed from the property room and disposed in a timely manner.

POLICE TRAINING

Training is a critically important aspect of any police department and needs to be an ongoing process for the department personnel to remain proficient in performing their duties. Training can cover everything from a refresher course in police defensive tactics to the latest in forensic computer crime searches. The only way a police department can ensure they have competent and capable police officers on the street is by being committed to relevant, ongoing training for their personnel.

In the 2011 Bradford Police Department budget, the account established for police training provides \$10,000 to fund the 16 hours of mandatory training that all officers are required to complete each year to maintain their Municipal Police Officer Education and Training Commission certification. There is also an additional \$6,000 budgeted to cover the cost of specialized training classes that officers are sent to.

Police management must take an analytical approach to identifying gaps in training that exist within their department; find officers who are interested in filling those gaps; and find appropriate training sources where those deficiencies can be addressed. Although many training opportunities are offered free of charge to police departments, the absence of the officer(s) from their primary responsibilities may impact the police budget by triggering overtime to fill positions while officers are away attending training classes. Unfortunately, Bradford's geographical location often requires officers to travel significant distances in order to participate in training classes. Meals and lodging expenses become a cost factor even when there is little or no tuition cost for the training.

Ideally, officers should be interviewed to ascertain what aspects of their occupation they are most interested in pursuing. Then, the officers' interests should be matched with the needs of the department and a training source should be sought to fulfill these needs. When officers are afforded the opportunity to engage in certain aspects of law enforcement in which they have specific interest, both the department and the officers benefit in terms of improved morale and overall job performance.

The various police training academies in Pennsylvania offer many training opportunities, including those mandated by the Municipal Police Officers' Education and Training Commission (MPOETC), and other classes that are intended to develop and improve the skills of police officers. It is recommended that the chief, or his designee, monitor the training opportunities that are free and provide a fully coordinated and integrated training plan for each of the officers in the department. (**Appendix 5** provides information about In-Service Training Opportunities through MPOETC.)

Since neither the chief of police, nor the assistant chief of police, have had any supervisory or leadership training classes, it would be worthwhile for both of them to attend classes on that subject matter. Consideration should also be given to having the chief of police attend the FBI National Academy, which is a 10-week training program held at the FBI Academy in Quantico, Virginia. The National Academy brings together 250 command level officers from police departments of all sizes. The instructors are among the best law enforcement trainers in this country and the overall experience is invaluable to those who attend. There is no cost to the department for this training, other than the officer's salary.

The MPOETC offers grants to law enforcement agencies within the Commonwealth for classes that any department may need. These grants are easy to apply for and almost always approved for funding.

Meanwhile, there are several Bradford Police Department officers who are certified instructors for firearms, tasers, OC spray, and ASP batons. Using the department's in-house instructors helps to keep training costs down, especially when the training can be done on the officers' normal shifts. First Aid and CPR training are provided at no cost by members of the Bradford Fire Department.

COMPENSATION AND BENEFITS

UNION REPRESENTATION

The Fraternal Order of Police, William Healy Sr. Lodge #67, is the certified collective bargaining representative for all of the City of Bradford police officers with the exception of the chief of police. The current labor contract for the police officers went into effect on January 1, 2010, and runs through December 31, 2012.

There has been only one grievance that was filed by the police officers' union during the current administration. It was based on the union challenge for the manner in which the position of Assistant Chief of Police was created and filled. That grievance was decided in favor of the City. Beyond the singular grievance, it was reported that the management-labor relationship is mostly positive.

In reviewing the collective bargaining agreement, it appears that the union bargaining board has been effective in obtaining generous benefits for the membership. Among those benefits are the following:

- The salary level for the officers is competitive with officers on much larger departments. A Bradford police officer with 14 years of service who works the 7 p.m. - 7 a.m. shift will receive a base salary of \$47,686 + \$1,170 longevity + \$1,880 shift differential (approximately) bringing the base salary to \$50,736 without any overtime.
- Officers can earn additional pay of either \$700 per year or \$350 per year for various duties, including: computer officer; TAC officer; firearms instructor; clothing officer; UCR officer; and vehicle maintenance officer. Most police agencies do not give additional pay for these types of duties, unless the work is performed outside the normal duty day.
- After one year on the job, an officer receives 112 hours of vacation, which is equivalent to 14, eight-hour days off. Many departments give only 10 days of vacation after one year of service.
- Officers receive eight holidays, two floating holidays, and their birthday,



for a total of 11 additional days off per year.

- 168 hours of annual sick leave (equal to 21, eight-hour days).
- Two bonus days off are given if no sick days are used during the year.
- If an officer is required to appear in county court, the officer gets an entire paid day off of work (12 hours). This is true even if the court hearing is cancelled and an officer is only in the courthouse for 15 minutes. Most collective bargaining agreements give officers time and one-half for both magistrate court and county court with a minimum of three or four hours pay.
- Bereavement leave of five days, three days, or one day (depending upon relationship to the deceased), regardless of whether or not the employee attends the funeral.
- Fully paid health insurance and pension fund.

It is very important that those engaged in collective bargaining on behalf of the City of Bradford fully understand the language in the collective bargaining agreement, including the cost of existing and proposed benefits. Additionally, the benefit package of the Bradford Police Department should be compared to collective bargaining agreements in other jurisdictions when evaluating contract proposals during the negotiating process. This is particularly true during struggling economic times.

OVERTIME

There are always factors that are difficult to predict when developing a budget, including determining the amount of overtime pay to cover the cost of: court appearances; processing arrests; conducting investigations; and providing shift coverage for unexpected sick days and absences of officers on temporary disability. For budgeting purposes, it is helpful to know how overtime was earned from year to year so that accurate projections can be made. From 2006 through 2008, the payroll system used by the City of Bradford did not track how the overtime was earned; only the amount that was earned. In 2009 and 2010 overtime record keeping was changed. Overtime is now tracked by type, which is very helpful for budgeting and for controlling the use of the overtime.

The police overtime records that were provided for review were broken down to indicate how the overtime was earned by the officers (training, regular, investigations, shift differential, and special details). It would be helpful in doing an analysis of the overtime to have a breakdown of the regular overtime hours (holiday, court time, late call, investigation, shift coverage, etc.) so that conclusions could be drawn about how the overtime is earned by the officers. For example, if the records indicate that much of the overtime is being used to cover shifts that are understaffed, then consideration should be given to addressing that issue and controlling that cost. If an excessive amount of overtime is being used by officers staying past their normal quitting time to complete report writing, generally that can be mitigated by delaying routine report writing until the officer returns to duty and avoiding the overtime expense. However, when court time consumes the majority of the overtime account, there is little a police department can do to control that expense.

TABLE 7 – POLICE OVERTIME, 2009 AND 2010

Overtime	2009	2010
Training	\$7,346	\$9,848
Regular	62,400	32,144
Investigations	16,524	18,534
Shift Differential	19,087	18,271
Special Details	-	7,081
Drug Task Force*	5,646	17,768
Net Overtime	\$105,357	\$85,878
* REIMBURSED OVERTIME		
SOURCE: BRADFORD PAYROLL RECORDS		

Table 7 shows a \$30,000 reduction in the amount of regular overtime officers earned in 2010 compared to the previous year when regular overtime totaled \$62,400. This 51% reduction was attributed to a change in the officers' duty schedule that was implemented in 2010, whereby the department switched from an eight-hour duty day to a 12-hour duty day.

Special Details include festivals, parades, and other events that are not covered by shift patrol officers. Drug Task Force is overtime paid to officers who are assigned to work cases for the McKean County Drug Task Force, which is coordinated by the District Attorney's Office and is to be reimbursed to the City throughout the years.

SCHEDULING

As stated above, the Bradford Police Department switched from an eight-hour duty day schedule to a 12-hour duty day schedule in early 2010. The patrol shifts run from 7 a.m. – 7 p.m. and 7 p.m. – 7 a.m. The 16 patrol officers are divided into four platoons with two platoons covering the day shift and two platoons covering the night shift. When one platoon has its days off, the second platoon on that shift provides coverage. The schedule works as follows: One (eight-hour) day on duty followed by two days off; four (12-hour) days on duty followed by one day off; two (12-hour) days on duty followed by four days off. This schedule repeats the cycle every two weeks.

According to an addendum to the collective bargaining agreement, the 12-hour schedule was proposed to the police union by the previous police chief in order to provide the most coverage with the least amount of overtime. Certainly, overtime was reduced, but each officer is working the same amount of hours in a year that they worked under the eight-hour schedule, so the actual coverage is unchanged. Discussions that this consultant had with department personnel suggests that the reduction in overtime is attributable to officers having more days off under the 12-hour schedule than with the eight-hour schedule, which they find to be more favorable to their personal lives.

Under the eight-hour schedule, officers worked five days on, followed by two days off. Their off days remained the same each week. That meant that if an officer did not have weekends off, the officer would have to use a vacation day, floating holiday, personal day, or a sick day in order to be off on a weekend. When other officers on the shift had already taken a weekend day off putting the shift at

the minimum staffing level, no other officer was allowed to take an extra day off. That resulted in officers calling off sick and necessitating overtime shift coverage. Reportedly, officers who had called off sick were observed by other department personnel socializing when they should have been at work.

Regardless of whether the department remains on 12-hour shifts or reverts to eight-hour shifts, a rule needs to be adopted that says, "Employees on sick leave may not leave their residences during their normal duty hours, except for medical necessity with prior notification of the on-duty supervisor." This rule will allow an employee to go to a doctor or a pharmacy while on sick leave as long as the employee calls the on-duty supervisor ahead of time. Any employees who are observed violating this rule should be held accountable; that is the only way to stop sick time abuse. (See **Appendix 6** – Sample Sick Leave Policy.)

Each department member this consultant spoke to regarding the 12-hour work schedule disliked it for one reason or another. While all agreed that the officers enjoyed the increased number of off days and the opportunity to have weekends off, they did not like the long work days. They did not like that they never interacted with the other half of the patrol force that was off duty on the days they were on duty, unlike the eight-hour schedule that allowed them to meet and communicate with the other officers on the department during shift changes. As is, the officers reported that there is virtually no personal communication among the officers on opposing shifts, which is a big disadvantage to the 12-hour workday schedule.

The extended work shifts of the officers should also be a safety concern to the police administration. While police officers are not normally engaged in physically strenuous work all day long, they still must maintain a mental alertness in order to protect themselves and others from potentially life-threatening incidents. Getting the proper amount of rest each day is necessary for officers to be performing at their optimum level, and that can be difficult to do when there is only 12 hours off between shifts. Not only is fatigue a serious safety issue for police officers, but it can ultimately lead to poor decision making and poor job performance on the part of officers.

The department should reevaluate the 12-hour work schedule and determine whether or not it should retain the current schedule. While the officers may enjoy the fact that the number of days they come to work has been reduced by 1/3, it may not be in the best interest of the community and the department to have officers working 12-hour shifts. Under the current schedule, an officer can have seven days off in a row by using just a single vacation day. While this may be a very attractive benefit to the officers, it creates long interruptions in work continuity when officers use their vacation days in that manner. There are various work schedules available for police departments to use. The Bradford Police Department needs to identify which schedule works best for the community and the department.

FACILITIES AND EQUIPMENT

POLICE FACILITIES

The Bradford Police Department is located in its own building at 18 Kennedy Street, Bradford, Pennsylvania 16701. Citizens have access to the police station via the front door. Upon entering the building, there is a small vestibule where they will be stopped by a locked door. A telephone on the

wall connects visitors with the McKean County 9-1-1 Center. If it is necessary for an officer to meet with a visitor, the dispatcher will summon an officer by radio to meet the citizen.

Overall, the police facility is in good condition and appears adequate for the needs of the department, with the exception of the evidence storage room. There appears to be sufficient space for the number of officers. There is a locker room for the male officers and a separate locker room for female officers. The facility has a video surveillance system that records key areas in around the building, including the two temporary holding cells and the juvenile office. The building is equipped with a burglar alarm system as well. The police station also equipment for conducting remote video arraignments of prisoners rather than having transport the arrested individuals to appear in person before a judge.



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POLICE VEHICLE FLEET

The Bradford Police Department fleet consists of the following vehicles:

- 2009 Ford Crown Victoria, marked, with 70,000 miles
- 2009 Ford Crown Victoria, marked, with 70,000 miles
- 2007 Dodge Durango, marked, with 120,000+ miles
- 2003 Ford Crown Victoria, marked, with 120,000+ miles
- 2000 Ford Crown Victoria, marked, with 120,000+ miles
- 2003 Chevrolet S10 Blazer, unmarked, with 120,000+ miles
- D.A.R.E. car donated for use by the School Resource Officer
- Emergency Response Team truck
- Two Segways (not being used)

The 2011 budget calls for the purchase of a 2011 Crown Victoria to replace the 2000 Crown Victoria and the purchase of an unmarked Dodge Charger.

Police patrol vehicles are subjected to hard and heavy use. By the time a patrol car has 120,000 miles on its odometer, there has been a great deal of wear and tear on the vehicle. In order to ensure the vehicles the police officers operate each day are safe for police use, a vehicle replacement plan should be adopted so that at least one new vehicle is purchased each year. The City has hired a part-time mechanic to perform routine maintenance and repairs on the police fleet in order to save money.

EQUIPMENT

Overall, the Bradford Police Department is fairly well-equipped. The officers receive \$400 per year for a clothing/equipment allowance. Officers need only to provide receipts for the equipment or uniforms they have purchased to receive reimbursement from the department. The officers also are provided with bullet resistant vests. The cost of the vests is not deducted from the officers' uniform account.

Some of the equipment the department has includes the following:

- Two of the patrol cars are equipped with dash-mounted cameras and three more are being purchased to outfit the rest of the patrol fleet with dash cameras.
- The patrol cars all have prisoner cages.
- Tasers
- Preliminary breath tester
- Polygraph
- Patrol rifles
- Fully-equipped Emergency Response Team and vehicle

RECOMMENDATIONS

RECOMMENDATION NO. 1 – THE CHIEF SHOULD PARTICIPATE IN THE IACP NEW POLICE CHIEF MENTORING PROJECT.

This opportunity is open to all new police chiefs who serve a population of 50,000 people or less and who have been a chief for less than three years. Mentors would address all aspects of the position and would be readily available to answer questions both during and after the project has been completed. There is no cost to the municipality, and the chief does not have to be a member of the IACP to participate. (See **Appendix 7** for information regarding the New Police Chief Mentoring Project.)

RECOMMENDATION NO. 2 – THE CITY SHOULD RE-EVALUATE THE TWELVE HOUR WORK SCHEDULE AND DETERMINE WHETHER IT IS PREFERABLE FOR THE DEPARTMENT TO CONTINUE OR WHETHER THEY SHOULD ADOPT AN EIGHT HOUR SCHEDULE WITH ROTATING DAYS OFF.

All of the individuals who were interviewed expressed legitimate objections to the 12 hour shifts the Department has implemented, but they enjoy the extended off duty periods and the ability to have weekends off which the 12 hour schedule provides. The use of 12 hour schedules, while sometimes necessary, poses challenges of fatigue and stress for officers who are required to work this schedule for long periods of time.

The previously used 8 hour schedule did not rotate off days and officers did not regularly get weekends off without using a vacation day or holiday. Sick time was routinely used to secure a weekend off, which leads to overtime. An 8-hour work schedule with rotating off days might be

preferable for the employees and would be a safeguard against the physical toll that continuous 12 hour days may present for officers.

RECOMMENDATION NO. 3— ELIMINATE THE POSITION OF LIEUTENANT WHEN POSSIBLE AND USE THE RANKING OFFICERS TO RUN SHIFTS.

If the department reverts to eight-hour shifts, there should be a sufficient number of supervisors to have a ranking officer on each of the three shifts (assistant chief, lieutenant, and sergeant). If the 12-hour shifts are maintained, the lieutenant should be replaced by promoting a patrol officer to the rank of sergeant. The department should continue to use an officer-in-charge to supervise the shift when the ranking officer on a shift is off duty.

RECOMMENDATION NO. 4 – SEND ALL RANKING OFFICERS TO APPROPRIATE SUPERVISOR/LEADERSHIP TRAINING CLASSES AS SOON AS FEASIBLE.

When an individual is promoted, it becomes necessary to train the person in the accompanying duties, particularly when the promoted person is responsible for supervising other employees. It cannot be assumed that a good patrol officer will necessarily be a good sergeant. It is unfair to the individual and to the department to promote someone and expect that the individual will know all that is necessary to be successful in the new position. It is important for the supervisors to learn how to properly direct, command, encourage, motivate, train, evaluate, and discipline the employees the individual is responsible for supervising. In addition, supervisory/leadership training classes are necessary and essential to the professional development of the department leaders.

RECOMMENDATION NO. 5 – WHEN THE SUPERVISORS HAVE BEEN TRAINED, DEVELOP/UPDATE JOB DESCRIPTIONS FOR ALL POSITIONS IN THE DEPARTMENT. IMPLEMENT JOB PERFORMANCE STANDARDS AND THEN HAVE SUPERVISORS COMPLETE JOB PERFORMANCE EVALUATIONS FOR THEIR SUBORDINATES.

Job descriptions are informative and provide essential qualifications and duties that are expected for every position within an organization. Performance standards inform employees of what is expected in terms of output and quality of work performed. Performance evaluations objectively rate the work product of the employee and inform the employee as to whether his/her job performance meets the expectations of the department, does not meet the expectations of the department, or exceeds the expectations of the department. Officers who fail to meet the department's expectations should be subject to remedial training if necessary, or disciplinary action if the employee repetitively fails to perform his/her duties in a satisfactory manner.

RECOMMENDATION NO. 6 – CURRENTLY THE SHIFT SUPERVISORS (ASSISTANT CHIEF, LIEUTENANTS, AND SERGEANT) ANSWER CALLS FOR SERVICE ON A ROTATING BASIS WITH THE OTHER OFFICERS ON THE SHIFT. SUPERVISORS CANNOT BE SUPERVISING THE PATROL OFFICERS IF THEY ARE DOING THE WORK THEMSELVES.

Certainly supervisors should handle police calls when the patrol officers are busy on other assignments. However, it is inconsistent with accepted management practices to have the police supervisors answering calls while patrol officers are not busy on other assignments. The supervisors

should be relieved of this practice immediately and they should be held accountable for reviewing their officers' work and ensuring the quality and completeness of the work.

RECOMMENDATION NO. 7 – REVISE/AMEND THE CURRENT DEPARTMENT POLICY ON REPORT WRITING SO THAT OFFICERS HAVE LITTLE DISCRETION ABOUT WHEN TO WRITE REPORTS.

The current report writing policy allows officers to avoid writing reports when clearly a police report should be written. Reports are critically important and are necessary if police departments are to fulfill their missions. A policy that requires reports be written for almost all incidents that a department investigates ensures that important information is preserved. (See **Appendix 3** for a Sample Field Reporting Policy.)

RECOMMENDATION NO. 8 – ASSIGN A PATROL OFFICER TO CONDUCT CRIMINAL INVESTIGATIONS.

The likelihood of conducting a successful criminal investigation greatly increases if the person conducting the investigation can work on the case without interruption. Patrol officers do not have that luxury, because even though they may be in the middle of doing an important interview of a witness or a suspect, the officers are still subject to responding to radio calls. The officer has no choice and must respond to the radio call and delay the completion of the interview. Such a delay can be disastrous to the investigation. The suspect/witness may decide not to talk to the officer again, or the officer may have difficulty arranging another time when the person is available to be interviewed. As time passes, critical details may be forgotten, or what would have been good, actionable information at the time of the interview, may become irrelevant or unusable in solving the case. It takes time to thoroughly investigate a crime and it sometimes requires the investigating officer to go into other jurisdictions to follow up on leads. Patrol officers do not have blocks of time that they can dedicate to doing investigations, and they are unable to leave their jurisdictions because they have to be available to respond to calls.

Even though the Bradford Police Department can request the Pennsylvania State Police detectives to assist in serious criminal investigations, they do not routinely assist in investigating crimes that are less serious. However, if the Bradford Police Department assigned a well-trained, motivated officer to conduct investigations, it would likely have a significant impact on the success rate of criminal investigations and result in better cases being developed and prosecuted.

RECOMMENDATION NO. 9 – IDENTIFY AN ADMINISTRATIVE PERSON FOR POLICE CLERICAL WORK ASSIGNMENTS.

There are numerous clerical duties that must be completed by police agencies in their day-to-day operations. Typically, clerical duties are performed by civilian clerical help since the duties do not require they be performed by a police officer. The rate of pay for clerical help is much lower than that of a police officer. However, since the Bradford Police Department does not have a clerk, the chief of police and other officers are required to do the clerical work. The clerical duties include, but are not limited to: answering telephone calls and taking messages for department employees; invoicing officer details; updating case dispositions; filing all daily reports; expunging department records; maintaining evidence room and related documentation; recording court dates for officers;

maintaining officer training records; filing Uniform Crime Reports; performing military background checks; copying and faxing necessary reports; maintaining property receipts and prisoner logs; maintaining office supplies/forms; and performing any additional administrative assignments.

Rather than hire a new clerk, it is recommended that a current clerical employee be transferred from City Hall to the police department, at least on a part-time basis, in order to minimize the amount of time the chief of police and his officers spend on clerical duties.

RECOMMENDATION NO. 10 – PURSUE GRANTS FOR ADDITIONAL TECHNOLOGY, EQUIPMENT, AND TRAINING.

Financial resources are scarce in the City of Bradford, so grants should continuously be sought out to purchase needed technology, equipment, and training that otherwise could not be afforded. The department should also register with the Pennsylvania Commission on Crime and Delinquency at https://www.pccdegmis.state.pa.us/pccd_egmis/Public/Subscribe.aspx to be automatically notified of available grant opportunities.

RECOMMENDATION NO. 11 – UPDATE THE POLICY AND PROCEDURE MANUAL.

Police officers are required to perform a myriad of duties, some of which are simple and are done every day, while other duties may be very complex and rarely performed. Regardless, it is important that the work gets done properly by whichever officer is assigned to the task. That is the reason it is vitally important to have a comprehensive, well-written, and up-to-date Policy and Procedure Manual for the department members to follow. Officers should be able to quickly look up information in the manual and be confident that the information they find is the current policy.

RECOMMENDATION NO. 12 – AMEND THE EXISTING POLICY ON THE PROPER USE OF TASERS AND OTHER NONLETHAL WEAPONS.

Bradford police officers are currently carrying tasers as part of their uniform equipment. A policy should be put in place that establishes the following:

- Who is authorized to carry a taser or other nonlethal weapons
- Under what circumstances an officer is permitted to use a taser
- When/how to remove the taser barbs from a person
- How and when to complete an evaluation of the need for medical attention
- Required reporting whenever an officer uses a taser or other nonlethal weapon to subdue a person
- Mandatory review by the chief of police for reports concerning the use of nonlethal weapons by an officer

RECOMMENDATION NO. 13 – CREATE AND IMPLEMENT A POLICY ON THE USE OF IN-CAR VIDEO RECORDERS.

Two Bradford police vehicles are equipped with dash-mounted video recorders that are aimed through the windshield. The recorders are set to automatically begin recording when the emergency

lights on the vehicle are activated. The recorders can also be turned on or off manually. They also can record a prisoner's actions while being transported in the police vehicle.

A policy should be implemented that establishes when an officer must use the video recorder and when an officer is prohibited from turning the recorder off.

RECOMMENDATION NO. 14 – THE DEPARTMENT SHOULD ENROLL IN THE PENNSYLVANIA CHIEFS OF POLICE ASSOCIATION ACCREDITATION PROGRAM AND BECOME AN ACCREDITED AGENCY.

Accreditation is a proven way for institutions to evaluate and improve their organization's overall performance. The process requires an agency to assess itself and its operations and determine whether or not it is meeting its professional objectives. When its procedures are adapted to meet the standards, an outside team of professionals will come in and review the agency to verify that the standards are being met. The process culminates when accreditation is awarded to the agency in recognition of it being in compliance with the standards. Since the current policy manual needs to be updated anyway, the policies should be written in accordance with the standards adopted by the Pennsylvania Law Enforcement Accreditation Program.

RECOMMENDATION NO. 15 – ACCESS TO THE EVIDENCE ROOM NEEDS TO BE STRICTLY CONTROLLED.

This attention to the integrity of the process will add credibility to the storage of evidence and the resulting criminal prosecutions. This obligation is one of the most important responsibilities for a police department and can result in serious consequences if there are any discrepancies in the documentation and storage of evidence. It is imperative that this basic function of a police department include the proper internal controls and security requirements in order to preserve the ability to prosecute criminal cases. When the new evidence room is available for use, a complete inventory of the evidence room should be done, and it should be repeated on an annual basis. Evidence or property that no longer needs to be kept for legal reasons should be disposed. Unannounced audits of the evidence room should also be done by a third party on a periodic basis.

RECOMMENDATION NO. 16 – THE COLLECTIVE BARGAINING AGREEMENT SHOULD BE THOROUGHLY REVIEWED PRIOR TO FUTURE CONTRACT NEGOTIATIONS TO IDENTIFY ISSUES/BENEFITS THAT SHOULD BE RENEGOTIATED WITH THE POLICE UNION.

The most glaring inequity in the current collective bargaining agreement is that police officers who appear in county court receive a full day off (12 hours) regardless of the amount of time they spend in court. An officer who arrives at county court and is released after 15 minutes because the defendant decided to plead guilty, receives 12 hours in compensation. Officers should receive the same rate of overtime pay /compensatory time off for county court appearances that they receive for appearing in the magisterial district court.

SUMMARY

The Bradford Police Department is poised to make significant changes in the way it has been allowed to operate over a long period of time. There is a belief in the police department that a lack of

effective leadership in the past caused the department to languish with no direction or supervision. The current department administration has expressed a strong desire to make serious strides toward professionalizing the department by giving the officers responsibilities and holding them accountable for doing their jobs properly. In fact, some of the deficiencies mentioned in this report were already being addressed by the Department prior to this consultant's arrival in Bradford. In those instances, the respective recommendations were made to lend emphasis for the need to continue to engage in progressive changes for the future.

The Bradford Police Department is adequately staffed with experienced officers. The lack of formal management training for the department supervisors and management staff needs to be addressed as soon as possible. The mayor and the chief of police recognize this fact and expressed a willingness to obtain leadership training for those personnel. This will go a long way toward continuing the transformation of the department and ensuring that it is a well-run, effective organization.

The quality of life in the City of Bradford is good, and undoubtedly, the police department and its activities contribute to maintaining the quality of life. Violent crime is rare in Bradford, which makes Bradford a safe and desirable community in which to live and raise families. The members of the police department can be proud of the work they do to keep the community safe. Overall, the Department has good people, equipment, facilities and vehicles. Comparatively speaking, the Bradford Police Department is in very good shape when matched against other police agencies in Pennsylvania.

FIRE DEPARTMENT

The review of the City of Bradford Fire Department was conducted by William Gaughan, a qualified fire consultant for Delta, as part of Step IV of the EIP Five-Year Financial and Management Plan for the City. Bill is currently serving as Assistant Fire Chief in Peters Township in Washington County for a combination paid-volunteer fire department that responds to a first-alarm district of 25 square miles with three engine companies. He has also served as a captain and firefighter for over six years with the Industrial Fire Brigade for the Bayer Corporation, providing first response for fire, rescue, and EMS services to a 15-building campus with 2,500 employees, including hazardous material storage and processing, plastics manufacturing, and chemical research. He is also a peer consultant for the Department of Community & Economic Development's (DCED) Governor's Center for Local Government Services.

To complete this evaluation, the fire consultant conducted fieldwork and site investigations, analyzed data, gathered information from comparable local government operations, and conducted extensive research. Individual interviews were held with key personnel in the fire department, including the Fire Chief. In addition, the ICMA publication *Standards for Effective Local Government* and publications through the National Fire Association were used as part of the review of the department. The recommendations contained in this report are based on recognized standards, accepted practices, and government mandates.

It is the intent of the consultant and Delta to provide Bradford public officials with a complete, comprehensive, and professional evaluation of the provision of fire services to their community. This report is developed and submitted with the sole purpose of improving existing conditions through a comprehensive evaluation of the fire department's operations.

INTRODUCTION

This report presents an overview of how fire department services are provided for the City of Bradford and identifies opportunities for improvement. This review includes evaluations of the equipment, personnel, and operations of the fire department. It reviews geography, demographics, hazards, and topography. Trend analysis of budgets, comparisons with other Pennsylvania municipalities, and a review of national fire standards have also been completed.

This final report includes all findings, recommendations, and a summary of reference materials. Summary tables of fire department data, financials, and other relevant documents are prepared and attached.

In addition, while not a part of the scope of this study, this consultant believes there are opportunities in investigating a regional approach to delivering fire and emergency services. This would include multiple agencies and municipalities. **Appendix 9** of this report provides a brief overview of regional approaches to consider.

OVERVIEW OF FIRE OPERATIONS

PERSONNEL

The Bradford Fire Department is under the command of Chief Chris Angell, and consists of 17 firefighters (including the Chief and Code Officer), who provide 24-hour-a-day/7-days-per-week fire protection services for the City (3.5 square miles, 8,770 residents). In addition, the fire department provides EMS response and patient transport for Bradford and several adjacent communities in a 15- to 18-mile radius, serving a population of about 20,000.

The firefighters are scheduled and work in a three-platoon system – 24 hours on, 72 hours off – scheduled for a 56-hour week, a typical fire department “Kelly” schedule. There are a minimum of five firefighters on duty at any time, three in the headquarters station and two in Station No. 2. Callouts are made for coverage during EMS and out-of-town mutual aid runs, as well as callbacks of off-duty firefighters for working fires and other large incidents. Overtime and temporary summer hires are used to cover vacations, holidays, sick time, and callouts, as well as to balance the crew shifts for the 56-hour-a-week schedules.

This is representative of similar career fire departments of this size providing 24-hour-a-day/7-days-per-week coverage from one to three stations. Manpower, response levels, and times will be addressed under the Operations section of this report. Overtime will be addressed under the Administration section of this report.

The firefighters in this department have been given regular assignments, in addition to their responsibilities for fire suppression, fire prevention, and EMS response. These assignments include: apparatus and equipment maintenance and repair; administrative responsibilities (grant writing, fire investigation, EMS billing, etc.); preplanning; firefighter health and wellness; information technology support; and other operational functions. This is a very good use of resources assigned by the Fire Chief. It allows for additional responsibilities and accountabilities for on-duty personnel. However, record keeping should be automated for these functions.

The firefighters have attained many levels of professional certifications, including Firefighter I and II, Inspection and Code Enforcement, and several others. In addition, all are certified as EMT-B and several as EMT-P (Paramedics), which is a requirement to deliver EMS.

FACILITIES

The Bradford Fire Department maintains headquarters in a combination multistory building providing both standard fire department quarters for apparatus, equipment, personnel, and offices. The multi-bay station area houses the aerial apparatus, reserve engine, EMS vehicles, maintenance equipment, firefighter fitness equipment, and access to kitchen facilities, duty crew rooms, storage, and offices.

The Bradford Fire Department also maintains a second fire station (East Bradford), housing an engine and an EMS vehicle. It also houses maintenance equipment, and access to kitchen facilities, duty crew rooms, storage, and offices.

Both stations are in need of preventative building maintenance, overhaul, and repair. While exhaust removal systems for apparatus have been installed recently to address firefighter health and safety, these stations both show a high degree of wear, and were designed and constructed based on earlier generations of fire equipment, apparatus, and operations.

ADMINISTRATION

The firefighters and the City agreed to a four-year collective bargaining agreement (CBA) between Local 655 of the International Association of Firefighters (IAFF), which will run until December 31, 2012. The CBA covers the details, duties, and responsibilities of the firefighters and the City for all standard terms, including salary/benefits, seniority, pay scales, differentials, overtime, vacations/holidays, uniforms, etc., which are similar to other contracts reviewed by this consultant.

Article XV of the CBA provides the City the ability to reduce from 18 to no lower than 15 full-time firefighters. However, it commits the City to a minimum staffing of five on-duty firefighters at all times, including at least three full-time firefighters. This staffing level will be examined under the Operations section of this report.

The CBA also allows for the hiring of up to nine part-time firefighters, at a part-time salary 27.5% below a third-year firefighter's base wages. Furthermore, it allows for regular shift vacancies (sick time, EMS coverage, etc.) to be filled by part-time firefighters from the part-time list. This is a very good addition to the management capabilities of the Fire Chief in managing staffing levels, overtime, and callout coverage and cost, and the ability to cover planned shift vacancies for holidays and vacations. It is the understanding of this consultant, however, that the ability to begin the hiring process has been stalled by the City's legal review process.

Staffing and salary comparisons with other Pennsylvania municipalities are shown below:

TABLE 8 – COMPARISON PA FIRE DEPARTMENTS – STAFFING AND WAGES

Municipality	Population	Full-Time Personnel	Avg. Wage
Bradford	8,770	15	\$45,956
New Castle	26,309	23	\$55,225
Lebanon	24,461	21	\$50,990
McKeesport	24,040	20	\$44,450
Johnstown	23,906	44	\$41,720
Pottstown	21,859	10	\$44,328
Wilkesburg	19,196	28	\$41,200

SOURCE: DEPARTMENT OF COMMUNITY AND ECONOMIC DEVELOPMENT (DCED) MUNICIPAL STATISTICS

Overtime, as a percentage of base salaries, has increased from 3.4% in 2007 to almost 9% in 2010. **Table 9** below provides an overview of overtime in the fire department as a percentage of total compensation for the past seven years.

TABLE 9 – FIRE DEPARTMENT OVERTIME AS PERCENTAGE OF TOTAL COMPENSATION

Year	Total Overtime	Total Compensation	% of Total Compensation
2004	47,645	842,062	5.66%
2005	61,630	864,396	7.13%
2006	74,226	928,325	8.00%
2007	31,044	909,904	3.41%
2008	44,322	1,009,546	4.39%
2009	70,555	926,544	7.61%
2010	88,186	984,417	8.96%

SOURCE: BRADFORD FINANCIAL RECORDS, DELTA ANALYSIS

Section XV - 9 of the CBA requires part-time firefighters to maintain the same residency requirement (five miles from City limits) as full-time firefighters. It also requires them to resign from any volunteer fire department or EMS services. In reviewing several recent contracts for career and combination (career and volunteer) fire departments, this consultant has not seen a similar requirement. These qualifications can most easily be obtained in more rural areas of Pennsylvania, especially close to the City of Bradford (see map below of regional fire departments), by active, experienced volunteer firefighters, and additionally, this clause is impractical.

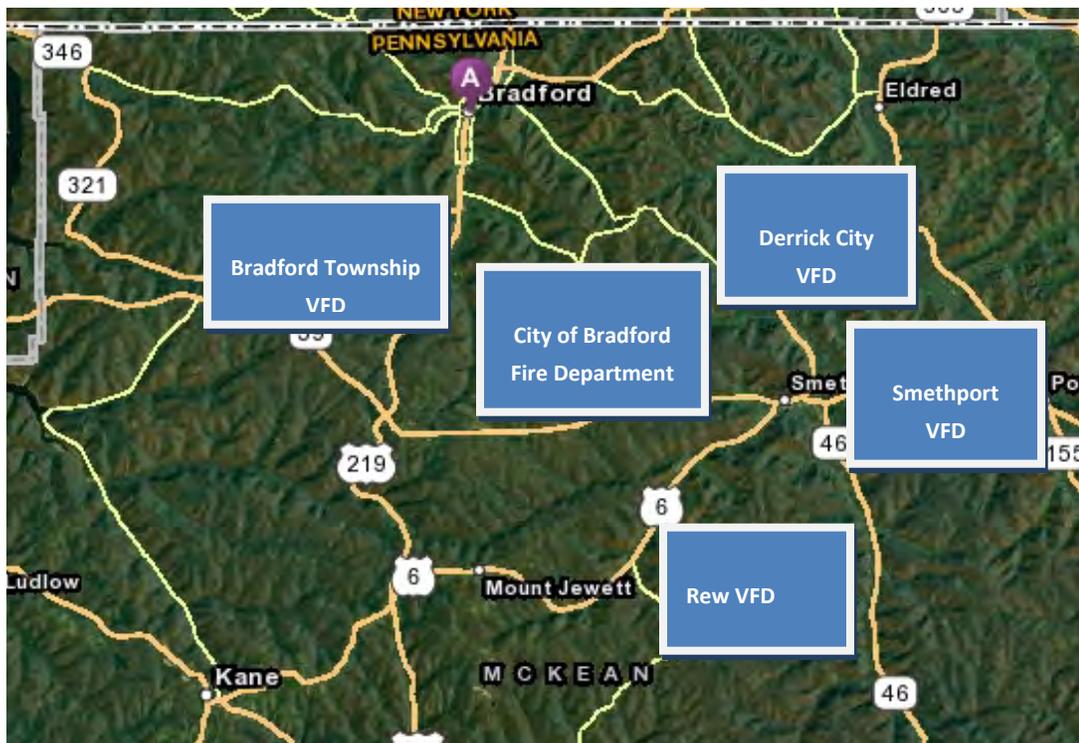


Table 10 below provides a seven-year summary of fire department spending as a percentage of the total City budget. In 2004, the Bradford Fire Department was 18.5% of the total City expenditures. By 2010, the fire department was 23.1% of total City expenditures.

TABLE 10 – FIRE DEPARTMENT EXPENDITURES AS A PERCENTAGE OF TOTAL CITY EXPENDITURES

Expenditures	2004	2005	2006	2007	2008	2009	2010
Fire	1,202,186	1,227,481	1,228,947	1,284,627	1,420,217	1,290,047	1,455,739
Ambulance	111,365	130,273	139,579	138,140	137,455	152,621	189,341
Code Enforcement	105,526	113,661	121,733	108,187	113,430	144,040	100,834
Subtotal	1,419,078	1,471,415	1,490,259	1,530,954	1,671,102	1,586,708	1,745,913
Total City Expenditures	7,689,873	6,956,247	6,482,462	6,782,195	7,322,508	7,254,311	7,548,274
% of Total City Expenditures	18.5%	21.2%	23.0%	22.6%	22.8%	21.9%	23.1%

Source: City of Bradford Financial Records, Delta Analysis

The table below provides comparative fire department expenditures for similar municipalities in Pennsylvania (i.e., cities with career departments) as a percentage of total municipal budgets. Only the City of Butler has a higher percentage of expenditures than the City of Bradford. Most communities have determined that some combination of full-time and part-time paid firefighters, supplemented by trained and experienced volunteer firefighters, provide an enormous benefit at a cost savings to cities.

TABLE 11 – FIRE EXPENDITURES AS A PERCENTAGE OF TOTAL EXPENDITURES FOR COMPARATIVE CITIES

Values for Comparative Budgets 2009	
Municipality	Percentage
Aliquippa	10.7%
Oil City	16.6%
Titusville	19.7%
Bradford	19.3%
Swissvale	14.6%
Meadville	16.7%
Butler	28.9%

SOURCE: DCED 2009 MUNICIPAL STATISTICS AND DELTA ANALYSIS

Several items are important to note in analyzing this table. For the purposes of this analysis, the revenue and corresponding expenditures from FEMA grants have been eliminated. While FEMA grants have provided over \$350,000 of needed equipment, they are subject to the grant process, needs analysis, and federal funds availability, and can skew trend analysis of base budgeting and financial practices.

Basic wages, salaries, and benefits have decreased over this period from 92% to 87% of total expenditures. This is a reflection of the manpower reductions over the same time, somewhat offset by contractual increases and increases in healthcare benefits. Healthcare has risen by 46% over this period, and from 20% to 26% of base salaries. Regular overtime, as noted previously, has increased from 4% to 11% of base salaries since 2007, while only 6% of the adjusted budget, along with healthcare, represent the highest personnel expense growth rates over this time period.

Table 12 below provides a complete history of fire department expenditures from 2004 through 2010. Expenditures have increased by about 2% per year over the past seven years.

TABLE 12 – DETAILED SUMMARY OF FIRE DEPARTMENT EXPENSES 2004-2010

EXPENDITURE CATEGORY	ACTUAL						
Fire	2004	2005	2006	2007	2008	2009	2010
Salary - Councilman	3,635	3,500	3,500	3,500	3,500	3,500	3,500
Salary - Fire Chief	47,886	47,431	49,093	50,711	83,479	52,535	55,239
Salaries - Firemen	724,797	733,500	776,021	803,018	857,881	781,345	816,887
Salaries - Fire Secretary	1,863	1,884	1,984	2,051	2,148	2,251	2,038
Wages - Temp. Help	16,236	16,451	23,500	19,579	18,216	16,358	18,567
Health Benefit	147,174	152,916	172,174	194,632	194,010	188,788	214,685
Life Insurance	2,304	2,689	2,700	2,689	2,655	2,295	1,145
FICA/Medicare Expense	11,460	10,425	11,992	13,869	14,082	13,984	14,208
Workers' Compensation	31,961	40,273	50,019	65,996	86,901	77,590	65,983
Fire Prevention	-	1,199	1,034	1,234	596	751	970
Training	778	6,834	2,263	4,691	4,706	3,160	2,111
Reg. Overtime	47,645	61,630	74,226	31,044	44,322	70,555	88,186
Supplies	1,865	1,852	1,747	2,060	2,416	2,341	1,931
Office Supplies/Furniture	1,189	1,841	1,337	1,902	1,863	1,123	918
Gasoline & Oil	6,628	7,906	8,641	8,500	13,759	9,196	14,096
Protective Clothing	1,007	6,981	6,960	8,714	12,601	7,788	12,658
Annual Testing/Certifications	498	569	1,591	1,836	3,573	2,348	3,248
Gas & Electric	16,350	19,572	20,822	15,319	21,429	16,135	14,762
Radio & Telephone	5,388	4,733	4,556	4,133	3,669	3,844	5,847
Main./Equip./Vehicle	5,648	7,026	7,287	7,193	12,610	9,070	18,624
Contractual (25% Copier)	582	604	576	514	551	687	645
Dues/Subscriptions/Memberships	891	1,155	925	942	950	1,147	1,040
Contractual Screening	-	-	-	-	-	-	-
Capital Outlay	-	950	5,999	2,643	1,715	21,336	6,877
Cap. Outlay - Equip. (FEMA Grant)	126,399	95,560	-	37,856	32,585	1,920	91,574
SUBTOTAL	1,202,186	1,227,481	1,228,947	1,284,627	1,420,217	1,290,047	1,455,739

SOURCE: CITY OF BRADFORD FINANCIAL RECORDS, DELTA ANALYSIS

Expediting the hiring of part-time firefighters will allow the Fire Chief and City to manage regular and EMS overtime costs more effectively. Healthcare costs should be analyzed and managed on a municipal budget basis for any opportunities for managed growth and containment. It is understood that there are municipal concerns governing part-time firefighters and Civil Service regulations. Other third class cities in the Commonwealth have hiring processes for part-time firefighters (i.e., McKeesport) that deal with this issue.

Maintenance costs have also increased by almost \$20,000 over the last three years versus the previous three. While not a major component of the budget, it represents increasing maintenance on an aging fleet of apparatus and equipment. Recommendations for apparatus and equipment will be addressed under the Operations section of this report.

OPERATIONS

The Bradford Fire Department responds to over 2,700 emergencies on an annual basis. Over 75% of the calls are EMS (ambulance) responses. In the most recent year, this included over 500 fire/other emergency calls and 2,200 EMS responses. Included in the EMS responses in 2010 are approximately 50 long-distance emergency transfer calls. These calls will be analyzed under the EMS section of this report. The average is 1.5 fire calls per day, and six EMS calls per day.

The Bradford Fire Department protects a first-response fire district of 3.5 square miles, and 8,770 residents (based on 2010 census data) in its first-response district. For EMS, first-response service is provided for about a 15-mile radius, or over 700 square miles and 20,000 residents.

TABLE 13 – BRADFORD CITY FIRE DEPARTMENT CALLS FOR SERVICE REVIEW

Types of Calls	2007	2008	2009	2010	4-Year Total	4-Year Total Percentage of Grand Total
Structure Fire, Residential	77	125	79	87	368	3.4%
Structure Fire, Commercial	24	53	45	53	175	1.6%
Vehicle Fire	10	9	6	10	35	0.3%
Mutual Aid	36	42	20	29	127	1.2%
Gas/Odor Condition	79	60	31	38	208	1.9%
False Alarms	117	78	44	59	298	2.7%
Brush/Trash Fire	29	29	23	24	105	1.0%
Motor Vehicle Accident (MVA)	28	37	31	31	127	1.2%
Public Service	168	64	95	77	404	3.7%
Hazardous Condition	49	65	60	60	234	2.2%
Quick Response Service (QRS)	59	56	68	42	225	2.1%
Miscellaneous	8	18	18	19	63	0.6%
Subtotal Fire Calls	684	636	520	529	2369	21.8%
Ambulance - EMS	1984	2132	2116	2244	8476	78.2%
Total All Calls	2668	2768	2636	2773	10845	100.0%

SOURCE: CITY OF BRADFORD FIRE DEPARTMENT

Analysis of non-EMS calls shows several trends. First, commercial structural fire responses have remained steady on an annual basis over the last three years, after a 100% increase in 2008.

Residential structure fires, with the exception of a spike in 2008, have remained steady as well. Bucking national trends, the number of false alarms has decreased in the last two years. False alarms are attributed to both faulty detection and communication systems as well as malicious calls. In 2009 and 2010 there were less false alarms combined than in all of 2007. This is a positive trend, and reduces wear and tear on apparatus and equipment, as well as the risks associated with any emergency response.

Structural fire losses for the same four-year period total almost \$4,000,000, or just under \$1,000,000 annually.

TABLE 14 – TOTAL VALUE OF FIRE LOSSES 2007-2010

Item	2007	2008	2009	2010
Total Number of Losses	101	156	96	100
Number of Losses with Costs Associated	44	78	86	94
Total Costs Associated with Losses	1,594,500	540,500	1,053,250	799,500

SOURCE: CITY OF BRADFORD FIRE DEPARTMENT

In discussions with the Fire Chief, he has concerns over the historical totals prior to the current year. The department has historically measured loss in estimated dollar ranges. For the above analysis, the midpoint of each range was used. However, the averages for the last two years are between \$4,000 and \$5,800 per alarm, so there appears to be consistency in the number range.

In removing the 29 mutual aid calls for 2010 (responses out of town), the total for the year is 500 calls. This averages about one alarm for every 17.5 residents, and a fire loss of less than \$100 per resident for the year. This number falls within both state and national norms.

MUTUAL AID – FOSTER TOWNSHIP

The Bradford Fire Department is on first response for emergencies to adjacent Foster Township. Foster Township's coverage consists of over 40 square miles, 4,500 residents, and over 1,800 homes, so response times are much longer than in the City because of the distances traveled. Responses are made with one apparatus and a two-firefighter crew, resulting in a callout of two additional firefighters to maintain minimum staffing levels per the CBA.

TABLE 15 – MUTUAL AID CALLS TO FOSTER TOWNSHIP 2009-2010

Type of Call	2009		2010	
	# of Calls	Total Time (minutes)	# of Calls	Total Time (minutes)
Motor Vehicle Accidents (MVAs)	8	241	5	98
Auto & False Alarms	1	4	9	93
Residential Structure	10	181	5	192
Commercial Structure	1	150	0	0

SOURCE: CITY OF BRADFORD FIRE DEPARTMENT

For the previous two years, approximately 20 calls per year were answered for Foster Township. For 2010, this amounted to 19 calls for about 6.5 hours of emergency response. Adding 30 minutes to

each alarm for return to service and cleanup totals, the estimated total time spent in Foster Township was 16 hours in 2010. Assuming the callout salary rate at 1.5 times per firefighter hourly rate of \$15.78/hour, this amounts to less than \$1,000 of overtime annually. However, for Motor Vehicle Accident (MVA) calls, both a fire engine and an Advanced Life Support (ALS) ambulance are dispatched. This is to handle both the patient care (ALS) and any required extrication (engine). While this service may be required, it necessitates a response of four firefighters out of the five on duty at any time. Using the above rates, the annual cost of calling out four firefighters to cover the City increases this number to about \$1,800 of overtime annually. More importantly, during the callout response period there are effectively no available fire or EMS resources in the City of Bradford.

The responses to Foster Township are not a large component of the annual cost and overtime; however, the dispatching of multiple resources to MVAs puts the city residents and properties at risk. The Derrick City Volunteer Fire Department (DCVFD) in Foster Township also provides vehicle extrication capabilities.

FIRE RESPONSE ANALYSIS

The Bradford Fire Department's responses for working structure fires were analyzed for the last two years for response times to measure against the National Fire Protection Association (NFPA) Standards. Structure fires are defined as "fires requiring standard fire suppression and control efforts in residential and commercial structures." The average response time for the first-due apparatus within the City of Bradford is just under three minutes; for the second-due apparatus the response time is just under five minutes.

NFPA Standard 1500 defines the "2-in/2-out" rule for offensive fire attack and rescue operations at working structure fires. In addition, NFPA 1710, Operations Standards for Career Departments, outlines the initial alarm assignment for an incident commander, apparatus operator for the first-due engine, and one backup firefighter for each crew. In addition, an operator for the first-due aerial apparatus, a firefighter assigned to ventilation, and a trained Rapid Intervention Team (RIT) are required to be on the scene to begin safe operations within eight minutes for at least 90% of the alarms. This totals at least 12 firefighters. The RIT is assembled as part of the standard alarm response from a mutual aid department and is part of the departmental Standard Operating Guidelines (SOGs).

Examination of response records show that only one response in the past two years was over the eight-minute response time; however, with only five to seven firefighters on duty at any given time, the minimum of 12 firefighters in eight minutes is not being met. It is recognized that the normal staffing and budget levels may preclude this level of on-duty staffing. Therefore, policies and procedures governing alarm assignments (SOGs) need to provide for this level of manpower.

STATION NO. 2 – EAST BRADFORD

As noted earlier, the Bradford Fire Department deploys five to seven firefighters responding with two pieces of apparatus from two stations in a 3.5-square-mile, first-response district. The NFPA Standard 1710 for response is to arrive within eight minutes 90% of the time, and the Bradford Fire Department, while short on manpower, is meeting this standard. With one apparatus responding

from each station, both on-duty crews are arriving on scene, on average in less than five minutes. However, analysis and consideration of maintaining and operating Station No. 2 is part of this report.

For the previous three years, there have been 23 working fires, or an average of about eight per year, in Station No. 2's District, and 58 working fires, or an average of 19 per year, in the central station district. From the response analysis, both apparatus arrive in less than five minutes, which would not change the response if firefighters were working from either station. If both apparatus responded from one station, there is a potential for an additional on-scene time of just under two minutes (one minute, 50 seconds) for the eight structure fires in Station No. 2's District if both apparatus and crews responded from the headquarters station. While any longer response is a concern, this will still be within NFPA Standards.

APPARATUS

The Bradford Fire Department operates and maintains two primary pieces of fire apparatus for emergency response, and one reserve engine. All are staffed, manned, and respond with on-duty staff, depending on the nature and location of the dispatched alarm. Apparatus consists of an aerial tower/quint and a reserve engine in the headquarters station and an engine in Station No. 2. Evaluation of each apparatus for NFPA Standard 1901 compliance for equipment and testing is included in this section.

As per NFPA Standard 1710, the Bradford Fire Department maintains a first-alarm aerial and engine apparatus as required with on-duty staffing. However, the reserve engine is over 30 years old, and will not receive full credit under an Insurance Services Office (ISO) review. ISO evaluates and sets fire protection ratings for municipalities based on a series of formulas and standards for fire department operations, water supply, and emergency dispatch. The most recent Bradford review was completed in 1996 with a rating of "5" on a scale of 1 to 10. However, the age of the current apparatus fleet, including the reserve engine and the cost of replacement apparatus (minimum \$400,000 for a new engine; minimum \$800,000 for a new aerial) is a concern, especially given the financial constraints of the City.

TOWER 1

Tower 1 is a 2003 apparatus with a 70 foot aerial tower and 1,500 gpm pump. Tower 1 carries all NFPA Standards for aerial apparatus. Current results for ground ladder testing, aerial testing, and self-contained breathing apparatus were inspected and found to be in compliance. First-due structural fire response and mutual requests for aerial apparatus are handled by this apparatus, defined as a "quint" aerial (hose, water, pump, aerial, and ground ladders).

Given the layout and the geography of the municipalities, the mix of industrial, residential, and retail areas, and life hazards represented by multiple educational, daycare, and multifamily and multistory buildings, this apparatus is well-suited for aerial response, and meets the minimum aerial requirements for the geographies and population served. Proper first-alarm response requires aerial apparatus with proper capabilities correctly placed for rescue, ventilation, or fire attack.

This apparatus is well-maintained and in very good condition. This apparatus, with proper maintenance and testing, should be in frontline service for seven to nine years. However, annual

pump and hose testing have not been completed in over three years. While a large amount of hose was purchased in 2007, all hose requires annual testing.

ENGINE 1

Engine 1 is a 1996 1,500 gpm pumper in good condition. It is compliant with NFPA Standards for engine company equipment, and in addition, carries extra equipment added by Bradford firefighters specific to the nature of their district and responses. Current results for ladder testing and self-contained breathing apparatus were inspected and found to be in compliance. This apparatus meets or exceeds NFPA Standard 1901 for Pumper Fire apparatus. It also has additional capabilities added by the firefighters for EMS, rescue, and communications operations.

This apparatus, barring excessive wear or damage, should be considered for replacement or move to reserve status in the next three to five years.

ENGINE 2

Engine 2 is maintained in reserve status, and is a 1976 pumper with a 1,250 gpm pump. It is maintained in good condition, and as noted, used in reserve status. Current results for ladder testing and self-contained breathing apparatus were inspected and found to be in compliance.

However, due to its age, Engine 2 will not receive full credit as a reserve engine in either NFPA or ISO classifications. In addition, because the manufacturer (Ward LaFrance) is no longer in business, at some point, critical parts for maintenance and repair will not be available. Therefore, it should be retired when Engine 1 is replaced.

SELF-CONTAINED BREATHING APPARATUS (SCBA) AND COMPRESSOR

All SCBA are tested and inspected regularly, and recorded in compliance with NFPA maintenance and testing standards. All are compliant with current standards. Compressor test records for service and air quality were also examined and found to be in compliance. All firefighters are issued and fit tested with individual face pieces for use with SCBA. Fit testing is completed annually as required.

TURNOUT GEAR

This is the personal protective equipment (PPE) worn by firefighters for fire and emergency response. It includes a helmet, fire-resistant hood, coat, pants, gloves, and boots. The Bradford Fire Department has installed a TOG extractor to clean PPE of products of combustion and other chemical or biological hazards the firefighters are exposed to. This equipment is in compliance with NFPA Standards and in good condition. NFPA Standards 1851 and 1500 recommend that all firefighters have a minimum of two full sets of PPE.

CAPITAL REPLACEMENT

The City's financial condition severely limits the resources that are available for capital equipment purchases. For all municipalities, one of the higher capital outlays is the acquisition and replacement of fire apparatus. As noted, engines currently cost \$400,000 or more, and aerial apparatus \$800,000 and higher. There is a recommendation to replace Engine 1 in three to five years, at these costs.

Municipal capital planning needs to include the cost of fire apparatus in its planning cycles. Timing, acquisition, and how capital equipment is acquired and funded should be considered on a Citywide basis.

CODE ENFORCEMENT

As noted earlier, the Bradford Fire Department is responsible for municipal code enforcement. This includes health, safety, and other municipal codes and ordinances that are normally not associated with fire protection, prevention, or suppression. While fire codes, inspections, and enforcement are critical to the fire service delivery system, the code enforcement duties and responsibilities remove resources from the focus on fire codes. It further dilutes resources and puts the fire department in a position of enforcement of non-fire codes.

In fact, because of the workload placed on the fire department related to routine property maintenance complaints, the firefighters are not able to develop a program for the regular fire inspection of commercial and institutional buildings within the City. The commercial and institutional inspections should be done on an annual basis by firefighters who are trained and certified in the UCC Fire Prevention Code.

AMBULANCE – EMERGENCY MEDICAL SERVICES

The Bradford Fire Department provides full, basic, and advanced life support services (BLS/ALS) to the City and surrounding communities. This includes a response district of over 700 square miles and a population of over 20,000 residents. Full EMS service, including patient transport, is provided by Bradford firefighters who are certified EMTB/EMTP. Most fire departments provide some level of EMS response, ranging from EMS lift assists to quick response service (QRS) until EMS arrives to both BLS and ALS care and transport. While in the minority in Pennsylvania, this service is not unique to the Bradford Fire Department. Often in Pennsylvania, career, volunteer, and combination fire departments provide this level of care. Comparable services are provided by the Erie, Philadelphia, and Monroeville fire departments, among others.



EMS calls are, by far, the primary response of the Bradford Fire Department, averaging over 2,100 calls per year (six per day), and over 75% of the total call volume over the last three years (see call statistics in the Operations section). Each of these calls must be covered by callouts of off-duty personnel in order to maintain minimum staffing. In addition, since late 2009 the department has taken over long-distance emergency transfers requiring extended runs and callout coverage to hospitals in larger cities such as Erie and Pittsburgh. While these long-distance transports are a small percentage of the total – about 50 per year or one a week – they cause excessive overtime and are not well received by the current Chief or firefighters.

At 50 calls per year, assuming a six-hour average call time, this requires 600 hours of overtime callout for two firefighters. At

the previously identified overtime hourly rate, these calls require over \$14,000 of annual overtime plus the wear on vehicles and equipment. In addition, other primary EMS calls continue during these long periods, requiring additional callouts for each call.

The Bradford Fire Department EMS covers a large response area. This includes response to accidents (MVAs) outside of the City that do not have confirmed injuries or entrapment. While entrapment out-of-town (except for Foster Township) is covered by neighboring departments, the Bradford EMS continues to respond until other first responders confirm that there are no injuries or that they have arrived on scene. With such a large response area, it is understandable that the Bradford Fire Department EMS is dispatched, if needed, for possible accident injuries. However, with a more than 15-mile response radius, this results in response times of 20 minutes or more. Analysis should be completed as to the number of calls responded to where there were no injuries versus the number of calls with actual treatment and transport. If this analysis shows a high percentage of returned accident calls where there is no transport or treatment, then the dispatch and callout processes should be modified accordingly. A change to this practice has the opportunity to further reduce the EMS call volume and callouts. Procedures for improved dispatch and information should be developed with the McKean County 9-1-1 Center.

All MVA calls for mutual aid EMS outside of the City are dispatched as ALS calls, requiring the Bradford Fire Department to dispatch both an ALS unit, as well as an on-duty or callout paramedic. In many calls, ALS is not required; however, this dispatch protocol places additional costs on the system.

Table 16 provides a breakdown of the revenue and expenditures associated with the ambulance (EMS) service for the City of Bradford from 2004 through 2010.

TABLE 16 – AMBULANCE SERVICE REVENUE AND EXPENDITURES 2004-2010

Category	2004	2005	2006	2007	2008	2009	2010
Revenue	410,239	442,631	430,616	441,974	463,028	544,267	579,666
Expenditures	111,365	130,273	139,579	138,140	137,455	152,621	189,341
Difference	298,874	312,359	291,037	303,834	325,574	391,646	390,326

Source: City of Bradford Financial Records and Delta Analysis

This schedule shows that the EMS operations have a run profit margin of between 28% - 33% over the past several years, or about \$110,000 – \$190,000. However, in review of these numbers, a few trends have emerged that should be reviewed. A review of true operation costs has been estimated. Profit here is defined as the difference between received ambulance billings and cost of the service, including operations, maintenance, overtime, supplies, and capital replacement of EMS vehicles.

Callout overtime for EMS call coverage for the six plus calls per day is the largest cost component, and it has increased over 50% from 2008 to 2010. In review of the daily fire department operations with the Fire Chief, using the on-duty staffing of five firefighters, it is estimated that about 25% of the on-duty staff is engaged in EMS work during a shift. This includes the emergency responses, equipment maintenance and inspections, training, post-emergency cleanup, and servicing. Also, assuming that 25% of the Chief's work is EMS management, if this number is applied to all salaries,

benefits, workers' comp, and insurance, the cost for EMS duty operations for 2010 is about \$297,000. When applied to the above schedule, this would show an actual loss of \$110,000 for 2010.

While EMS, as with other municipal services, is not normally run as a "for-profit service," the cost of EMS is more transparent when assigned a cost factor from the overall fire department operations. While this approach shows that the EMS function is not a profitable service, profit is not the driver for EMS operations. It is a benefit to provide this service with on-duty and callout personnel, while maintaining the minimum staffing for initial response as noted in the Operations section of this report. Reductions in calls and costs, as recommended in this report, offer the opportunity for improved service and reduced cost of operations for the fire department.

RECOMMENDATIONS

RECOMMENDATION NO. 17 – ALL RECORD KEEPING FOR GENERAL MAINTENANCE, INSPECTIONS, TESTING, PLANNING, AND SIMILAR RESPONSIBILITIES SHOULD BE ENTERED INTO AN AUTOMATED RECORD-KEEPING SYSTEM.

Well-organized schedules in spreadsheet format can accomplish this, or the usage of fire department management software such as Firehouse can also be implemented. Firehouse should be upgraded to the current version and used for as much record keeping as practical. These applications can assist in National Fire Incident Reporting System (NFIRS) and personnel training and record-keeping information requisite for grant applications.

RECOMMENDATION NO. 18 – ALL FIREFIGHTERS SHOULD BE CERTIFIED AT FIREFIGHTER LEVEL II WITHIN THE NEXT TWO YEARS.

This nationally recognized certification sets a recognized standard for NFPA. This also will improve eligibility for Federal FIRE and SAFER grants. In addition, all firefighters should pass a physical agility test annually. A sample test will be included in the final report.

RECOMMENDATION NO. 19 – GENERAL BUILDING INSPECTIONS FOR ELECTRICAL, HVAC, HEALTH, AND ASBESTOS CODE COMPLIANCE, INCLUDING ESTIMATES FOR REMEDIATION, SHOULD BE CONDUCTED FOR THE CENTRAL FIRE STATION AND FIRE STATION NO. 2.

These inspections should be conducted under NFPA Standard 1500, Safety Guidelines for Fire Department Facilities, and the results should be addressed in a capital planning process. There is an operational cost component to maintaining two fire stations in a 3.5-square-mile, first-response district. While it is recognized that there are concerns with the geography of the City (bisected by railroad right-of-way), Station No. 2 responses will be analyzed along with overall responses and time on scene versus NFPA 1700 series standards. This is covered in the Operations section of this report.

RECOMMENDATION NO. 20 – THE LEGAL REVIEW SHOULD BE COMPLETED FOR THE USE OF PART-TIME FIREFIGHTERS IN ORDER TO ALLOW THE FIRE CHIEF TO ADD THESE ADDITIONAL RESOURCES AND MANAGE COSTS.

The CBA language permits the Fire Chief to callout part-time firefighters at a lower hourly base rate, which helps to reduce overtime. The CBA provides for the ability to hire up to 9 part-time officers

who can be used for up to 24 hours a week to cover shifts. Section XV 5.b of the CBA defines the criteria for part-time firefighters, including structural burn certification in Pennsylvania, National Firefighter I or II, Emergency Vehicle, Hazardous Material Operations, and EMT or EMTP certifications prior to assuming duties. This is an excellent standard and the City should do whatever is possible to advance the Chief's ability to utilize this option. It is important to understand that the City will have to make an initial investment of gear, masks, and protective clothing in the amount of approximately \$30,000 per firefighter in order to bring part time employees on board. The City should be prepared to budget for the number of firefighters to be employed since this is a short term investment that will result in a long term savings for the City.

RECOMMENDATION NO. 21 – IT IS RECOMMENDED THAT THE REGULATION THAT REQUIRES PART-TIME FIREFIGHTERS TO BE RESIDENTS OF THE CITY SHOULD BE REVISED AND ELIMINATED UPON MUTUAL AGREEMENT OF BOTH PARTIES.

Part-time firefighters should not be required to meet residency requirements based on part-time employment without consistent regular hours, nor should they be required to resign from a volunteer fire department that funded their training and experience for this position. The City should be willing to accommodate the part-time firefighters who are qualified and experienced because it serves an important public service for the City to attract and retain highly qualified individuals to the City department.

RECOMMENDATION NO. 22 – IT IS RECOMMENDED THAT MUNICIPAL OFFICIALS AND THE FIRE CHIEF CONTACT THEIR PEERS IN SIMILAR THIRD CLASS CITIES TO UNDERSTAND HOW THEY HAVE ADDRESSED THE PART-TIME FIREFIGHTER ISSUE.

As noted in Recommendation No. 20, providing the capability and flexibility to hire part-time firefighters for the City will help reduce and contain fire and EMS delivery costs. Many communities across the Commonwealth have utilized this method for supplementing full-time, paid and volunteer fire department operations. There are many innovative and effective techniques for creating a successful environment for this option.

RECOMMENDATION NO. 23 – THE BRADFORD FIRE DEPARTMENT SHOULD CONTINUE TO PROVIDE FIRST RESPONSE FOR FIRE AND EMS SERVICES TO FOSTER TOWNSHIP.

However, for MVA calls, only a Bradford Fire Department EMS unit should be dispatched along with the DCVFD for extrication. If the accident requires additional resources for extrication, the Bradford Fire Department can be dispatched as requested. This will reduce both overtime costs and, more importantly, reduce risks should the City experience additional fire or EMS calls.

RECOMMENDATION NO. 24 – IT IS RECOMMENDED THAT A MORE DETAILED ANALYSIS OF CALLOUT TIMES FOR OFF-DUTY PERSONNEL AND RESPONSE TIMES FOR MUTUAL AID BE COMPLETED IN ORDER TO ASSURE THE PROPER LEVEL OF RESPONSE TO STRUCTURAL FIRES.

Firefighters are most at risk in the early minutes after arrival at a working fire when rescues are attempted and initial fire attack is made. This risk is compounded by the lack of a RIT and backup firefighters available. The Fire Chief should work with the county 9-1-1 center to target ways to have

working callouts and second-alarm calls issued earlier in the incident in order to assure the proper level of manpower at the fire scene.

RECOMMENDATION NO. 25 – IT IS RECOMMENDED THAT THE BRADFORD FIRE DEPARTMENT APPARATUS, STAFFING, AND OPERATIONS BE CONSOLIDATED AT THE CENTRAL FIRE STATION.

It is understood that there are concerns regarding the railroad right-of-way between the East Bradford Station No. 2 and the Central Fire Station. However, an analysis of structure fire responses for three years does not indicate any delays in arriving apparatus from both stations. While the cost to maintain Station No. 2 may be minimal, the completion of structure and safety evaluations of the facility, as noted previously, and the ability to bring the facility into compliance with NFPA Standard 1500 for fire station safety, must be considered. In addition, with an understanding of the overall budget for fire protection, Station No. 2 maintenance funds could be directed towards improvements to the Central Fire Station. Also, having both first-alarm crews and apparatus arrive together is an improvement to safety and operations for the firefighters. It is recommended that the City consider phasing out the use of Station No. 2 in order to consolidate its manpower and equipment at one location. It may be necessary to use the Station No. 2 facility temporarily for the storage of a vehicle but improvements to the central fire station are planned and implemented, it may be possible for the Station No. 2 to be sold for other uses.

RECOMMENDATION NO. 26 – THE ANNUAL HOSE AND PUMP TESTING FOR ALL APPARATUS MUST BE COMPLETED, RECORDED, AND CERTIFIED ON AN ANNUAL BASIS.

Annual pump and hose testing have not been completed in the Bradford Fire Department in over three years. While a large amount of hose was purchased in 2007, all hose requires annual testing regardless of when it was purchased. In addition to regular safety and performance testing, Engine 1 should be reviewed annually for NFPA Standards of compliance for equipment, and evaluation of all calibrated and tested equipment (SCBA, meters, etc.) should continue to be completed regularly.

RECOMMENDATION NO. 27 – AN APPLICATION SHOULD BE MADE FOR AN ASSISTANCE TO FIREFIGHTERS GRANT (AFG) THROUGH THE FEDERAL EMERGENCY MANAGEMENT AGENCY (FEMA) IN THE UPCOMING GRANT CYCLE TO ACQUIRE A FULL SET OF PPE IN ORDER FOR EACH FIREFIGHTER TO HAVE TWO SETS, PLUS THREE TO FIVE DEPARTMENT SETS IN RESERVE.

Although the personal protective equipment (PPE) for the Bradford firefighters is in compliance with NFPA Standards and in good condition, NFPA Standards 1851 and 1500 recommend that all firefighters have a minimum of two full sets of PPE. The AFG provides an excellent opportunity for departments like Bradford to obtain much-needed equipment, vehicles, and training. The application can be accessed at <http://www.fema.gov/firegrants>, and the grant deadline for this year is September 9, 2011.

The Bradford Fire Department and the City have received over \$350,000 of FEMA/FIRE Act grants since 2004, or about \$50,000/year. These funds will continue to be available, albeit at a reduced amount, for the next fiscal year. Apparatus funding may be more difficult to obtain; however, fire

department requests for firefighter safety, including additional/upgraded turnout gear and SCBA, as well as fire station safety (fire alarms, sprinkler systems, etc.) have a higher probability of success.

The municipal officials and the Fire Chief should meet with Congressman Thompson, Bradford's representative to the United States House of Representatives, to solicit his support for the grant process, both for this grant and to have a better connection and understanding for the priorities of the FIRE Act grant funding for 2011-2012.

RECOMMENDATION No. 28 – THE CITY SHOULD IMPLEMENT BEST PRACTICE CAPITAL PLANNING PROCESSES THAT INCLUDE FIRE APPARATUS IN THE CAPITAL ACQUISITION AND REPLACEMENT PLANS.

While savings identified in this report are based on reduction in overtime and callout costs, dual station operation and maintenance, and reduction of non emergency EMS and some mutual aid calls, these will not be enough to fund replacement apparatus. The City should include the purchase of fire apparatus and equipment in its long-term capital planning process. Methods for funding large expenditures include borrowing, capital reserves, and grant opportunities. Many fire apparatus vendors include attractive financing payment plans that can be structured over the life of the vehicle. The City should be aggressive and vigilant in replacing equipment before it becomes outdated and devalued.

RECOMMENDATION No. 29 – NON-FIRE CODE INSPECTIONS AND ENFORCEMENTS, INCLUDING PROPERTY MAINTENANCE, SHOULD BE MOVED FROM THE BRADFORD FIRE DEPARTMENT AND ASSIGNED TO A NEW DEPARTMENT OF PLANNING, ZONING, AND CODES. FIRE CODE INSPECTION AND ENFORCEMENT SHOULD REMAIN WITH THE BRADFORD FIRE DEPARTMENT.

Routine UCC new building inspections, occupancy inspections, property maintenance complaints, "nuisance" complaints, and health inspections should be moved from the fire department to the Department of Planning, Zoning, and Codes (as referenced in the Step IV – Management Audit). The firefighters should receive training and certification in the enforcement of the UCC Fire Prevention Code and should be responsible for developing a program for annual inspections of commercial, industrial, and institutional buildings in the City relative to fire code enforcement. Inspection fees for this program should be established at a level that will pay for the inspection service that is provided.

RECOMMENDATION No. 30 – THE BRADFORD FIRE DEPARTMENT SHOULD WORK WITH LOCAL HOSPITALS AND THIRD-PARTY AMBULANCE PROVIDERS TO MOVE THE LONG-DISTANCE TRANSPORT SERVICE TO THIRD-PARTY PROVIDERS.

These responses are not part of the fire department services provided to the City and surrounding areas and are not a true emergency response. This will result in manpower cost savings, as well as keeping on-duty and callback firefighters closer to the City to respond to local emergencies.

RECOMMENDATION NO. 31 – THE FIRE CHIEF SHOULD CONTINUE HIS ANALYSIS OF MUTUAL AID ALS CALLS, AND ADJUST DISPATCH PROTOCOLS BASED ON THIS ANALYSIS AND ALSO ON AVAILABLE RESOURCES.

This will reduce both callout costs and maintain ALS resource availability at a higher level. Currently, the Bradford EMS is dispatched at the ALS level for every mutual aid MVA response and also for lift assist calls averaging two to four a month. These types of calls involve helping residents who require no more assistance than one or two first responders to help move them, and should not require EMS or transport. In several other counties in Pennsylvania, 9-1-1 centers dispatch the local volunteer fire departments for lift assist calls. This practice should be implemented for the Bradford mutual aid communities with the option for the responding fire department to call for EMS assistance if needed.

RECOMMENDATION NO. 32 – THE COST FOR THE MUTUAL AID EMS SERVICE TO OTHER MUNICIPALITIES SHOULD BE INCREASED BY 10% IN THE NEXT MUNICIPAL BUDGET BASED ON THE FACT THAT THERE HAVE BEEN NO INCREASES IN RECENT YEARS, AND THEN INCREASED AT A RATE OF 3% ANNUALLY TO COVER THE COSTS OF PERSONNEL, BENEFITS, AND OVERHEAD.

The five communities receiving EMS from the Bradford EMS pay an annual EMS fee to the City, as well as the billing that the fire department makes for treatment and transport. This amount for 2010 totals just over \$22,000 annually. EMS costs will be examined later in this section, but from review of budget data, these fees have not been increased in several years.

RECOMMENDATION NO. 33 – THE EMS (AMBULANCE) BUDGET SHOULD REFLECT THE TRUE COST OF PROVIDING THE EMS SERVICES.

Approximately 75% of the calls for service in the fire department are EMS calls - yet very little of the expense of the fire department is currently allocated to the EMS service area. The City's budget should be adjusted to reflect the true costs associated with the EMS service and the expenses should be assigned based on the amount of time and effort applied by the personnel in the fire department for the EMS response. In addition, facilities, equipment, and long-term capital expense should be shown as liabilities for this category.

RECOMMENDATION NO. 34 – THE BRADFORD FIRE DEPARTMENT SHOULD CONDUCT AN ANNUAL FIRE SERVICE-BASED FITNESS/AGILITY TEST TO DETERMINE A FIREFIGHTER'S ABILITY TO PERFORM THEIR DUTIES. THIS, IN ADDITION TO AN ANNUAL PHYSICAL (FIRE SERVICE-BASED EXAM), SHOULD BE DONE TO ENSURE THE HEALTH AND SAFETY OF EACH FIREFIGHTER. A SAMPLE TEST IS INCLUDED IN APPENDIX 10.

Regrettably, about 25% of the on-duty firefighter fatalities annually are related to cardiac stress/heart attack fatalities. The injury and disability rate for these injuries is also high. Firefighting is inherently a stressful and high risk activity, and firefighters maintaining a proper level of conditioning are better suited to both perform their duties and survive in hazardous and dangerous conditions. The Fire Chief is to be commended for assigning a firefighter fitness and wellness responsibilities. While these can cover a range of activities recorded, annual testing should be performed.

RECOMMENDATION NO. 35 – IT IS RECOMMENDED THAT A FORMAL MUTUAL AID AGREEMENT BE DEVELOPED WITH NEIGHBORING DEPARTMENTS.

This is highly recommended for Foster Township, for which the Bradford Fire Department has first-alarm response. A sample agreement is included in **Appendix 11**.

Based on a review of response data, the Bradford Fire Department responds to assist neighboring fire departments between 20 to 30 times per year. In addition, the volunteer departments respond to assist the Bradford Fire Department about 6 to 10 times per year. It is expected that with changes to first- and second-alarm responses and implementation of a RIT program, these numbers will increase. Mutual aid in both cases should be defined, specific to incident command, response guidelines, and other shared responsibilities.

SUMMARY

This preliminary assessment found that the overall delivery of fire services for protection, prevention, fire suppression, and EMS can be improved by changes in financial and administrative management, improved capital planning for apparatus, facilities, and equipment, and operations and policy changes governing day-to-day and medium-term operations. Better coordination between the fire department and municipality for planning, goal setting, and measurements will improve the perceptions and performance of both.

Service levels and funding for mutual aid services should be defined, benchmarked, and evaluated on a regular basis. Changes in procedures for dispatch of fire department and EMS resources for mutual aid calls will result in improved efficiencies and additional savings for the City.

This consultant also found that several practices and services provided by the fire department in years past were implemented when there was a larger number of firefighters and a different financial situation for the City. Examples include long-distance ambulance transfers and municipal code enforcement. Findings and recommendations are presented in this report for the purpose of improving, changing, or eliminating these services based on the current number of firefighters, best practices, cost savings, and efficiency.

Recommendations include the following:

- Discontinue the long-distance transfer service by the fire department's EMS, and turn it over to a third-party EMS
- Evaluate the consolidation of the fire stations in Bradford from two to one
- Expedite approval of hiring of part-time firefighters as defined in the most recent firefighter contract to reduce overtime and callout costs
- Evaluate out-of-City EMS calls for accidents to reduce "no injury" responses
- Modify dispatch policies for vehicle accident (MVA) responses to Foster Township to reduce callout costs and better utilize Township fire resources
- Provide flexibility in EMS response protocols for Fire Chief to establish out-of-town responses
- Execute written mutual aid agreements with surrounding communities for calling for and sending fire department resources between communities
- Establish an annual firefighter fitness testing program

- Actively pursue federal and state grants for fire apparatus, equipment, facilities, and personnel
- Immediately begin preparation of grant applications for additional firefighter turnout gear for the September 9, 2011, grant deadline

APPENDIX 1 – IACP CALCULATION

See following pages.

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**City of Bradford Police Department
2011 IACP Patrol Staffing Calculation**

Current Patrol Staffing 16 Police Officers

Assistant Chief	1
Lieutenants	2
Sergeant	1
Patrol Officers	12
TOTAL	16

STEP 1 - Determine the number of complaints and/or incidents responded to annually by the police department

Calculation Based on Actual Calls:

Calculation Based on Population:

Ending 12/21/10 11,220

Call Factor		Population	Estimated Calls
0.55	x	8,770	4824

STEP 2 - It is generally assumed that it takes 45 minutes or .75 hours to handle an incident

	Incidents		Time per Call	Incident Hrs
Calculation Based on Population =	4824	x	0.75	3618
Calculation Based on Actual Calls =	11220	x	0.75	8415

STEP 3 - Add a multiplier of 3 as a buffer factor and time for preventative patrol. Experience has shown that 1/3 of an officer's time should be spent handling requests for service. Other time is for supervision, eating, personal time, service of equipment, and other unknowns.

	Incident Hrs		Multiplier	Total Hours
Calculation Based on Population =	3618	x	3	10853
Calculation Based on Actual Calls =	8415	x	3	25245

STEP 4 - Divide by 2,920 - the number of hours for one basic patrol officer for one entire year (365 x 8 hours)

	Total Hours		Hours/Year	Officers
Calculation Based on Population =	10853	÷	2920	3.72
Calculation Based on Actual Calls =	25245	÷	2920	8.65

For rounding purposes - the number of police officers needed to respond to the incidents is between 4 and 9.

STEP 5 - If police officers worked every day of the year, the number of officers needed would be between 4 and 9. However, it is necessary to determine the average amount of time off that must be assumed for each officer. This number is calculated below.

	Non-Patrol Hrs
Average Vacation Hours	144
Regular Off Days (hours)	832
Personal Days 2 days + birthday	24
Holidays = 8 days x 8 hours	64
Bereavement Leave = 3 days x 8 hours	24
Training Days = 2 days x 12 hours	16
Total Time Off	1272 (159 Days)
Total Available Hours	1648 (206 Days)

STEP 6 - Calculate the factor for the hours that are unavailable times the total hours in one year.

Total Hrs		Unavailable	Factor
2920	÷	1272	1.44

STEP 7 - Multiply the factor for available time for patrol duty by the number of officers needed to respond to patrols.

	Factor		# Officers	Total Needed
Calculation Based on Population =	1.44	x	4	5.74
Calculation Based on Actual Calls =	1.44	x	9	12.92

Based on the IACP calculation there is a range between 6 and 13 officers necessary to staff the patrol function. This figure does not include administration or specialties such as detectives or investigators, or supervisors who do not generally answer calls, generate reports, and make arrests.

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APPENDIX 2 – IACP PROFESSIONAL ASSISTANCE

See following pages.

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INTERNATIONAL ASSOCIATION of CHIEFS OF POLICE

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[Leadership](#)

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[Training](#)

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[Jobs](#)

[Research Center](#)

[Foundation](#)

[Center for
Police](#)

[Leadership](#)

[Resolutions](#)

[Publications](#)

[Awards/
Campaigns](#)

[Legislative
Activities](#)

[Professional
Assistance](#)

[Divisions/
Sections/
Committees](#)

Professional Assistance

[Compensation Services](#)
[Crime Gun Interdiction](#)
[Ethics](#)
[Executive Search](#)
[Grant-Funded/Low-Cost Training](#)
Management Studies
[Operation Kids](#)
[Police Image](#)
[Radar/Lidar Testing and CPLs](#)
[Red Light Camera System Specifications](#)
[Related Links](#)
[Testing & Assessment Centers](#)
[Patrol Staffing and Deployment Study](#)
[Violence Reduction Strategies: Focus on Returning Offenders](#)

Management Studies

IACP is available to conduct comprehensive surveys of the management and operations of police agencies. The surveys aim to determine the degree to which a department is properly accountable, is operating cost-effectively, complies with professional police standards, and satisfies the crime control and service requirements of the citizens it serves.

Survey Objectives

- Evaluate the degree to which police philosophy, objectives and operations conform to expectations of government officials and the public.
- Assess a department's readiness to cope with the rapidly changing cultural and technological environment of policing.
- Assess degree to which a department is incorporating and/or experimenting with contemporary philosophical and programmatic innovations.
- Identify crimes, victims and police services that require more effective response.
- Evaluate how efficiently a department is organized to conduct operations.
- Evaluate how productively personnel and other resources are used to conduct current operations.
- Identify policies, procedures and operations that do and do not comply with professional police standards.
- Project future workload and service demands.
- Specify appropriate levels of personnel needed to conduct current and future departmental operations.
- Identify functions performed by a department that can be performed more effectively by alternative means and/or agencies.
- Identify proper police functions that are not being performed by the police.
- Analyze operations and management issues of special concern to municipal officials and the police department.

The surveys produce an extensive set of practical, prioritized recommendations to upgrade the effectiveness, productivity and professionalism of municipal police services.

The recommendations enable the department to cope successfully in the future with emerging conditions or trends, placing special emphasis on actions to ensure that the department is accountable to elected officials and the public. To promote successful implementation of recommendations, IACP provides an extensive series of products, services and training.

Survey Scope

- Community trends analysis
- Policing style
- Mission, goals, objectives, values
- Accountability
- Crime, service and workload requirements
- Quality management/customer-oriented programming
- Organization
- Staffing
- Patrol allocation, deployment, scheduling
- Labor-management relationships
- Management, leadership and supervision
- Quality assurance and risk management
- Citizen complaints and internal affairs
- Management support services
- Public information
- Crime prevention and police/community engagement
- Personnel management
- Career development
- Patrol, traffic and investigations records
- Communications
- Evidence and property management
- Fleet management
- Facilities and space utilization
- Data and information processing
- Interagency relationships
- Performance indicators review
- State-of-the-art programming and technology review
- Effectiveness and productivity review
- Work force survey

Survey Products

- State-of-the-art programs, practices and technologies
- Productivity improvement and cost-reduction techniques
- Program and practice improvement recommendations
- Recommended organization and staffing patterns
- Patrol staffing requirements, assignments and schedules
- Structured and prioritized implementation plan
- Implementation support package
- Professional seminar enrollment
- Continued access to IACP professional staff and services
- Special issues and practice analysis

IACP's technical assistance and problem-solving services complement the management survey program. Our professional staff is available to help police agencies deal with problems or needs in any of the individual areas covered during management surveys or others that are unique. This service is especially useful in emergency situations and/or when funds are limited.

For more information, contact [Jerry Needle](#) at IACP headquarters, 1-800-THE IACP.

515 North Washington St, Alexandria, VA USA 22314 phone: 703.836.6767 or 1.800.THE IACP fax: 703.836.4543

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APPENDIX 3 – SAMPLE FIELD REPORTING POLICY

FIELD REPORTING

1. An official record will be generated and maintained to document all police activity, whether reported by a citizen or originated by a department member. If two or more persons report the same event/activity, it need be documented only once.
2. The following incidents will be documented by written report:
 - a. All calls where an officer has been dispatched to a citizen-reported complaint and the officer determines that a crime has occurred.
 - b. All instances in which an officer initiates an investigation and determines that an incident has occurred (or likely occurred), which is either a reportable crime or a matter requiring documentation for other reasons.
 - c. All incidents involving arrests, custodial detention, or a non-traffic citation.
 - d. All incidents where a supervisor directs an officer to complete a written report.
3. The documentation that is required in written reports will include the following information:
 - a. Date and time of the initial reporting.
 - b. Name (if available), address, and telephone number of the citizen requesting the service, or the victim's or complainant's name, address, and telephone number.
 - c. The nature of the incident, and the nature, date, and time of action (if any) taken by the Bradford Police Department personnel.
4. All reports shall be reviewed by the shift supervisor to ensure accuracy and completeness. If the report meets all guidelines, then the supervisor will sign the completed report. If the supervisor determines additional information or corrections are required, the supervisor will either make the additions or corrections him/herself, or cause the report to be returned to the originating officer to handle.

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APPENDIX 4 – SAMPLE POLICIES – WESTERN PENNSYLVANIA CHIEFS’ OF POLICE ASSOCIATION

See following pages.

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Allegheny County Chiefs of Police Association

FIRST VICE PRESIDENT

DALE VIETMEIER
Chief of Police
Robinson Township

SECOND VICE PRESIDENT

THOMAS OGDEN
Chief of Police
Mount Lebanon

THIRD VICE PRESIDENT

T. ROBERT AMANN
Chief of Police
Pine Marshall Bradford Woods

SECRETARY

TIMOTHY LOGUE
Chief of Police (Retired)
Green Tree Borough
P.O. Box 79026
Pittsburgh, PA 15216



PRESIDENT
JOHN W. MACKEY
Chief of Police
Municipality of Bethel Park

TREASURER
GEORGE KANASKIE
Chief of Police (Retired)
Robinson Township
412-787-1908

SERGEANT-AT-ARMS
ROBERT WILSON
Chief of Police
Indiana Township

CHAPLAIN
DAVID LAUX
Chief of Police
Fox Chapel Borough

LEGAL COUNSEL
MICHAEL J. COLARUSSO
1 Gateway Center
13th Floor North
Pittsburgh, PA 15222

PRESIDENT EMERITUS
CHIEF RICHARD R. BAER - 1971
Pine Marshall-Bradford Woods
Joint Police Force-Wexford
(Retired)

May 4, 2007

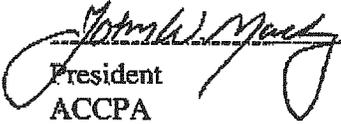
Dear Chief:

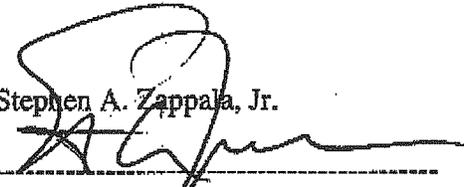
As a result of the ongoing working partnership between the Allegheny County Chiefs of Police Association and the Allegheny County District Attorney's Office, enclosed for your consideration is the following:

A SAMPLE "Informant and Source of Information Policy" which addresses Informants, Source of Information, Confidential Informant, Control Officer, Informant Evaluation, Use of Juvenile Informants, Use of Informants on State Parole or Probation, Use of Informants on County Probation, Use of Informants with Criminal Charges pending, Initial Comprehensive Interview, Officer Prohibited Conduct, Misconduct Complaints, Informant History Report, Criminal History Search, Informant Prohibited Conduct, Responsibilities of Supervisors, Informant Files, Supervising Informants, Multiple Informants, Polygraph Examinations, Informant Compensation, Informant Deactivation, Informant History Report, Debriefing Questionnaire, Informant Conditions Statement and State Parole and Probation Agreement.

Sincerely,

John W. Mackey


President
ACCPA


Stephen A. Zappala, Jr.
District Attorney
Allegheny County

Allegheny County Chiefs of Police Association

FIRST VICE PRESIDENT

DALE VIETMEIER
Chief of Police
Robinson Township

SECOND VICE PRESIDENT

THOMAS OGDEN
Chief of Police
Mount Lebanon

THIRD VICE PRESIDENT

T. ROBERT AMANN
Chief of Police
Pine Marshall Bradford Woods

SECRETARY

TIMOTHY LOGUE
Chief of Police (Retired)
Green Tree Borough
P.O. Box 79026
Pittsburgh, PA 15216



PRESIDENT
JOHN W. MACKEY
Chief of Police
Municipality of Bethel Park

March 16, 2007

TREASURER

GEORGE KANASKIE
Chief of Police (Retired)
Robinson Township
412-787-1908

SERGEANT-AT-ARMS

ROBERT WILSON
Chief of Police
Indiana Township

CHAPLAIN

DAVID LAUX
Chief of Police
Fox Chapel Borough

LEGAL COUNSEL

MICHAEL J. COLARUSSO
1 Gateway Center
13th Floor North
Pittsburgh, PA 15222

PRESIDENT EMERITUS

CHIEF RICHARD R. BAER - 1971
Pine Marshall-Bradford Woods
Joint Police Force-Wexford
(Retired)

Dear Chief:

As a result of the ongoing working partnership between the Allegheny County Chiefs of Police Association and the Allegheny County District Attorney's Office, enclosed for your consideration are the following:

(1) Revised Sample "Mobile Video Recorders Policy" that is in compliance with Pennsylvania Statutory and Regulatory provisions which require that an Officer must inform, as soon as reasonably practicable, the individuals identifiably present that he/she has intercepted and recorded the oral communications and addresses provisions for disclosure and retention requirements. See Pa. C.S. §5704 - Exceptions To Prohibition Of Interception And Disclosure Of Communications and Pa. C.S. §5749 - Retention Of Certain Records.

(2) Revised Sample "Traffic Stop Policy" which has been expanded to include "Vehicle Inventory," definitions of "Reasonable Suspicion," "Probable Cause," what actions that can be taken if an Officer develops PC to believe an occupant possesses or a vehicle contains a weapon, and "High Risk Vehicle Stops."

(3) Revised Sample "Pursuit or Emergency Driving Policy" with Pennsylvania Statutory and Regulatory provisions that require each Police Vehicle must be equipped with audible and visual signals that meet specifications so they may respond to emergency calls for assistance, engage in traffic stops and pursue vehicles for the protection and safety of the public. See, 75 Pa.C.S.A. §3105(c); 75 Pa.C.S.A. §4571(b)(2); 75 Pa.C.S.A. §3328(a) 37 Pa. Code §42.22(b); 67 Pa. Code §173. (Also addresses Pursuit & Road Block with Unmarked Cars).

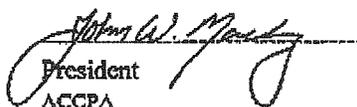
(4) Sample "Search and Seizure Policy" which addresses Consent, Investigative Stops, Terry Stops, Frisk/Pat Down, Plain Feel Doctrine, Plain View, Moveable Vehicle Exception, Exigent Circumstances, Crime Scenes, Vehicle Inventory, In-Custody Searches, Seizure, Strip Searches, Body Cavity Searches, Search Warrant requirements and a standardized "Voluntary Consent to Search Form."

(5) Sample "Interview and Interrogation Policy" which addresses Interviews, Custodial Interrogation, Miranda Warnings, Right to Counsel and Waiver of Counsel and a standardized "Miranda Rights Form."

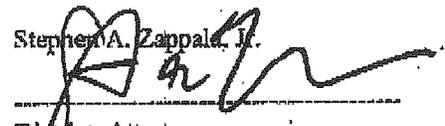
(6) Sample "Court Appearance Policy" which addresses Reporting for Duty, Court Appearances, Civil Cases, Appearing as a Character Witness in Criminal Proceedings, Appearing as a Defense Witness and Civil Actions.

Sincerely,

John W. Mackey


President
ACCPA

Stephen A. Zappala, Jr.


District Attorney
Allegheny County

TO: All Western Pennsylvania Chiefs of Police Association Members

FROM: Education committee

SUBJECT: SAMPLE "Off-Duty Action Policy"

DATE: January 2009

Attached is a **SAMPLE** "Off-Duty Action" policy offered by the Western Pennsylvania Chiefs of Police Association that may be of use to your department.

Please understand that it should serve only as a "**Starting Point**" for those departments who may wish to update their Rules & Regulations Manual in this area. To best serve your department, it should be reviewed and revised by you and your Municipality and Insurance Carrier.

If you would like a copy of this Sample Policy in "Word" contact me at tim.logue@da.allegheny.pa.us

Sample Off-Duty Action Policy

01 Purpose:

The purpose of this policy is to provide all Police Officers with general guidelines on the carrying of firearms off duty, response to criminal activity while off duty and other possible related activity. This policy is for Departmental use only, and should serve as a general guideline, which, under unusual circumstances, may warrant departure from in order to respond appropriately.

- A. Officers **may** carry a firearm while off-duty in accordance with state and federal law. It is not necessary that a member, who chooses to carry a firearm off-duty, carry his/her primary service weapon, however, any firearm that a Officer chooses to carry must be approved by the Department Rangemaster and/or Chief of Police, and said Officer must be qualified with the firearm.
- B. Officers are **prohibited** from carrying or handling a firearm if they have used alcohol, medications or controlled substances to the point where they are unable to exercise reasonable care and control of the firearm.
- C. Officers should refrain from carrying a firearm under other circumstances where the need to carry a firearm is outweighed by safety issues associated with the situation(s) that the Officer will be undertaking (Common sense should apply).
- D. A Officer who becomes aware of an incident which poses a threat of serious bodily injury or death to an individual shall take "action" to minimize the risk of serious bodily injury or death.
- E. "Action" under subsection C (above) **DOES NOT** require the Officer to place him/herself in a position of peril. The most reasonable and prudent course of "Action" may be to monitor the situation and contact Police/911 with detailed information.

02. Policy:

- A. First, if possible get to a safe location and call Police/911.
- B. Second, if you encounter a situation off-duty that seems to require immediate police action, you should consciously evaluate whether your involvement is necessary and reasonable, given the circumstances and information available.
- C. A number of circumstances may impact your decision to get involved in any situation. First, you may be alone, with family members or other non-police personnel. Second, it is unlikely that you will have all of the necessary police equipment while off-duty, for example; OC spray, baton, handcuffs, a firearm or extra ammo. You may be faced with multiple suspects or unaware of hidden suspects. There may also be tactical or environmental factors working against you, such as: lack of cover, innocent civilians, darkness, etc. Your intervention may actually cause an escalation of violence. Therefore, your best plan of action may be to:

1. Be a **great witness**, gather/relay as much accurate intelligence/information as you can until on-duty police arrive.
2. Remember, there is no legal or departmental obligation to become **physically** involved, especially if such intervention requires that you behave in recklessly or carelessly manner.
3. While department policy mandates that you “take action” when witnessing a serious crime, that obligation can be fulfilled by calling Police/911 and monitoring the situation from a **SAFE** vantage point (Section 01, subsection D).
4. Most Law Enforcement Trainers suggest **NOT** to intervene off-duty **UNLESS** your life or the life of another innocent party is **IMMINENTLY** in danger. In other words, you should only consider intervention when deadly force would be justified. You should not intervene just to make an arrest while off-duty. The decision to take action, beyond simply monitoring and reporting to Police/911, is a personal one and is not a requirement of this department.
5. If you decide you must get involved, attempt to have someone call Police/911, advising the operator that an off-duty officer is on scene. Have the caller inform the operator if you are armed. If possible, have them describe you and your clothing. This will help affect the mindset of the responding officers. When uniformed police officers arrive, have your badge out and visible. (if you carry your badge while off-duty, some officers chose to carry only their photo credentials). Do not rely on showing your identification as a means of providing any protection. Remember, at a distance, in dim light and under stress, your badge **may not** be seen. Or, the identification may not be given credibility if the responding officers do not recognize you personally (If Use of Force is necessary, Dept. Use of Force Guidelines apply).
6. Some Law Enforcement Trainers suggest officers hold their badge next to their gun for the best chance of being seen because the eyes of the responding officers are most likely to go immediately to your drawn firearm. It may be safer to **RE-HOLSTER** your gun when other officers arrive, unless doing so would put you and the responding officers or innocent civilians, in jeopardy. Until the responding officers sort out who is who, your gun may be your greatest personal liability.
7. If you have cover, maintain it. You can communicate verbally from there.
8. Make your hands visible. Having responding officers see that you are unarmed and non-threatening will work to calm them and protect you.
9. **Verbally identify yourself as a police officer—not once and not in a normal tone of voice, but repeatedly and very loud. ie. “POLICE OFFICER! DON’T SHOOT! OFF-DUTY POLICE OFFICER!”** until you get acknowledgment and directions as to what you should do. Remember, the noise and excitement of the scene, combined with stress induced auditory blocking may prevent responding officers from hearing you initially.

10. When commands are issued by the responding officers,

FOLLOW THEM PROMPTLY AND COMPLETELY.

DO AS YOU ARE TOLD.

Expect to be treated like a suspect until your law enforcement status is verified.

11. **Most importantly, if you have a gun in your hand,**

DO NOT turn toward a responding on-duty officer.

12 If needed assist responding officers with any arrest(s).

13. When carrying a firearm off-duty it should be concealed from public view.

03. Reporting :

1. Whenever a Officer becomes involved in an incident while in an off-duty capacity, he/she shall notify the A/Chief as soon as possible and complete a written report on the incident that will be forwarded to the Chief of Police.

TO: All Western Pennsylvania Chiefs of Police Association Members
FROM: Education Committee
SUBJECT: SAMPLE Interview (Garrity) Warnings Forms
DATE: January 2009

Attached are **SAMPLE** Interview (Garrity) Warning **forms** offered by the Western Pennsylvania Chiefs of Police Association that may be of use to your department.

Please understand that it should serve only as a “**Starting Point**” for those departments who may wish to update their Rules & Regulations Manual in this area. To best serve your department, it should be reviewed and revised by you and your Municipality and Insurance Carrier.

If you would like a copy of these Sample Forms in “Word” contact me at tim.logue@da.allegheny.pa.us

**WPCPA SAMPLE
INTERVIEW WARNINGS
(For disciplinary and criminal investigations)**

Law enforcement officers and other public employees who are interviewed in an investigatory or adversary setting should be advised of the nature of the inquiry.

1. If the inquiry is administrative or disciplinary, the **Garrity Warning** is commonly given. Police officers who are interviewed in a disciplinary setting should be warned that they are under investigation for violation of departmental rules, that they are obligated to give statements for internal purposes, and these answers may not be used against them in a criminal proceeding. Garrity v. New Jersey, 385 U.S. 493, 87 S.Ct. 616 (1967).
2. If the inquiry is criminal and the officer is under arrest or in custody, the **Miranda Warning** should be given.
3. If the inquiry is criminal but the officer is not under arrest, the **Reverse Garrity Warning** are more appropriate.

Form may be used on your department letterhead

**ADMINISTRATIVE INTERVIEW ADVICE OF RIGHTS
(GARRITY WARNING)**

I wish to advise you that you are being questioned as part of an official administrative investigation of the Police Department. You will be asked questions specifically directed and narrowly related to the performance of your official duties or fitness for office.

I further wish to advise you that if you refuse to testify or to answer questions relating to the performance of your official duties or fitness for duty, you will be subject to departmental disciplinary charges which could result in your dismissal from the Police Department.

Neither your statements nor any information or evidence which is gained by reason of such statements can be used against you in any subsequent criminal proceeding. However, these statements may be used against you in relation to subsequent departmental disciplinary charges. *Since this is an administrative matter and any self-incriminating information you may disclose will not be used against you in any subsequent criminal proceeding, you must answer my questions fully and truthfully or be subject to departmental disciplinary charges.*

My signature below signifies that I have been advised of and had the opportunity to review the above **ADVICE OF RIGHTS**, in advance of being interviewed, and that I understand my rights and duty as summarized therein.

Officer's Signature & Date _____

Officer's Name (Print) _____

Interviewer/Investigator _____

Witness _____

Form may be used on your department letterhead

**POLICE DEPARTMENT
MIRANDA RIGHTS WARNING**

PLACE _____

DATE & TIME _____

- (1) You have the right to remain silent.
- (2) Anything you say can and will be used against you in a court of law.
- (3) You have the right to talk to an attorney and have him/her present with you while you are being questioned.
- (4) If you cannot afford to hire an attorney, one will be appointed to represent you free of charge before any questioning, if you wish.
- (5) You can decide at any time to exercise these rights and not answer any questions or make any statements.

WAIVER

I am not unduly under the influence of drugs and/or alcohol.
I am making this waiver voluntarily and without threats, pressures, coercion or promises of any kind being made to me.
I understand my rights and I am willing to answer questions.

Signature _____

I certify the above statements were read to _____
before he/she was questioned.

Police Officer _____

Police Officer _____

**Form may be used on your department letterhead
Criminal Investigation Advice of Rights
(REVERSE GARRITY WARNING)**

This interview is part of a Criminal Investigation.
You are not under arrest.
You have the right to remain silent.
You are not required to say anything at any time or to answer any questions.

If you do make a statement or answer questions, anything you say can be used against you in a court of law.

You have the right to talk to a lawyer for advice before making a statement or answering any questions and you may have a lawyer present with you during questioning if you wish. If you do want a lawyer but cannot afford one, a lawyer will be provided for you. If you want to answer questions now without a lawyer present, you still have the right to stop answering at anytime. You also have the right to stop answering at any time until you talk to a lawyer.

Even though you are an employee of the Police Department and ordinarily you would be required by regulations to answer questions put forth to you by a superior officer regarding your official duties, in this instance those regulations do not apply, and you will not be required to answer.

If you do not wish to answer any of these questions, your refusal to answer alone will not subject you to disciplinary action by the Police Department.

Do you understand that I want to question you about criminal matters? _____

Do you understand that you do not have to make a statement or answer any questions? _____

Do you understand that if you do make a statement or answer questions, anything you say which incriminates you may be used against you in a court of law? _____

Do you understand that you have the right to talk to a lawyer and have one present during questioning? _____

Do you understand that if you do not wish to make a statement or answer questions, your desire to remain silent alone will not subject you to disciplinary action by the Police Department? _____

Do you have any questions concerning the rights I have just explained to you? _____

Do you wish to talk to a lawyer? _____

Do you wish to answer questions at this time? _____

My signature below signifies that I have been advised of and had the opportunity to review the above **ADVICE OF RIGHTS**, in advance of being interviewed, and that I understand my rights and duty as summarized therein.

Officer's Signature & Date _____

Officer's Name (Print) _____

Interviewer/Investigator _____

Witness _____

IACP Foundation Research Center Identity Crime Volunteers in Police Service
 Less Lethal Weapons IACP Technology IACP International IACP Net DECP/DRE



INTERNATIONAL ASSOCIATION of CHIEFS OF POLICE

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[Links](#)

[Jobs](#)

[Research Center](#)

[Foundation](#)

[Center for](#)

[Police](#)

[Leadership](#)

[Resolutions](#)

[Publications](#)

[Awards/](#)

[Campaigns](#)

[Legislative](#)

[Activities](#)

[Professional](#)

[Assistance](#)

[Divisions/](#)

[Sections/](#)

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National Law Enforcement Policy Center

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[Model Policy List—in alphabetical order](#)

[Model Policy List](#)

[Model Policy Information Packet and Order Form in PDF](#)

In 1987, the International Association of Chiefs of Police entered into a cooperative agreement with the U.S. Justice Department's Bureau of Justice Assistance to establish a National Law Enforcement Policy Center. The objective of the center was to assist law enforcement agencies across the country in the critical and difficult task of developing and refining law enforcement policy.

Organized under the direction of a broad-based advisory board of recognized law enforcement professionals, the center has carried out its mission through the development of a wide variety of model law enforcement policies. Each model incorporates the research findings, the input of leading subject experts and the professional judgment of advisory board members who have combined this information with their extensive practical field and management experience. The end product is some of the best contemporary thinking in the field.

The policies addressed by the center are selected because they represent some of the most difficult issues facing law enforcement administrators. The policy center continues to develop models in other priority areas.

To receive model policies as they are published, we encourage you to join the center as a subscribing member. The subscription to the policy is sent electronically and provides each agency with policies in both Word and PDF formats. To subscribe, contact policycenter@theiacp.org, or call 1-800-THE-IACP x 319.

In addition to the Policy Center subscription program, model policies are also available in volume format. Available on CD-ROM or in a 3-ring binder format. Cost is \$149 per volume. Volume breakdown is as follows (see [list of model policies](#)).

Volume I—Policy # 1–21

Volume II—Policy # 22–41

Volume III—Policy # 42–61

Volume IV—Policy #62–81

Volume V—Policy #82–101

Volume VI—Policy #102–

All other model policies are only available on an individual basis, cost is \$6.25 for subscribers, \$9.25 for nonsubscribers. If ordering policies individually and not using a credit card, please fax or mail the order form along with an attached model policy list and provide payment either by purchase order or check. Please circle the policies that are being ordered and provide an e-mail address to which they can be sent. The order form and list can be faxed to the IACP National Law Enforcement Policy Center at 703-836-4544 or mailed to IACP Policy Center, 515 North Washington Street, Alexandria, VA 22314

[Order Model Policies by Volumes \(Credit Card Payment Only\)](#)

For more information, contact policycenter@theiacp.org at IACP headquarters at 1-800-THE IACP.

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515 North Washington St, Alexandria, VA USA 22314 phone: 703.836.6767 or 1.800.THE IACP fax: 703.836.4543

IACP Foundation Research Center Identity Crime Volunteers in Police Service
 Less Lethal Weapons IACP Technology IACP International IACP Net DECP/DRE



INTERNATIONAL ASSOCIATION of CHIEFS OF POLICE

global leadership in policing

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[IACP Home](#)

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[International](#)

[Conferences](#)

[Leadership](#)

[Calendar](#)

[Training](#)

[Links](#)

[Jobs](#)

[Research Center](#)

[Foundation](#)

[Center for](#)

[Police](#)

[Leadership](#)

[Resolutions](#)

[Publications](#)

[Awards/](#)

[Campaigns](#)

[Legislative](#)

[Activities](#)

[Professional](#)

[Assistance](#)

[Divisions/](#)

[Sections/](#)

[Committees](#)

Publications

[IACP Info](#)

[IACP Net](#)

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[Police Chief Magazine](#)

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[Press Releases](#)

[Publications](#)

[Research Center Documents](#)

[Training Keys](#)

Model Policies

in alphabetical order, with date of publication

[Arrests 1/03](#)

[Bank/Financial Alarm Response 7/92](#)

[Barricaded Subjects 9/07](#)

[Bike Patrol 8/04](#)

[Body Armor Devices 4/99](#)

[Bomb Threats and Searches 3/96](#)

[Career Development 10/92](#)

[Cellular Telephones 12/03](#)

[Civil Disturbances 12/05](#)

[Civilian Personnel 10/93](#)

[Communicable Diseases 1/04](#)

[Conducting Stakeouts 2/06](#)

[Confidential Funds of Arrest 12/89](#)

[Confidential Informants 7/08](#)

[Consular Notification and Access 7/07](#)

[Cooperative Drug Enforcement 5/90](#)

[Corruption Prevention 10/96](#)

[Court Protection Orders 10/93](#)

[Crime Analysis 4/08](#)

[Crime Scene Processing 1/03](#)

[Criminal Court Appearance 10/96](#)

[Criminal Intelligence 2/98](#)

[Criminal Investigation 2/03](#)

[Dealing with the Mentally Ill 4/97](#)

[Death Notification 12/95](#)

[Digital Cameras 11/06](#)

[Diplomatic Immunity 02/07](#)

[Domestic Violence 6/06](#)

[Domestic Violence by Police Officers \(No Charge\) 7/03](#)

[Early Warning System 10/02](#)

[Electronic Control Weapons 1/05](#)

[Electronic Messaging 2/98](#)

[Electronic Recording of Interrogations and Confessions 2/06](#)

[Emergency Vehicular Warning 5/90](#)

[Employee Drug Testing 8/99](#)

[Employee Mental Health Services 1/94](#)

[Encounters with the Developmentally Disabled 3/04](#)

[Evacuations 10/02](#)

Evidence Control in the Workplace 10/96
Executing a Search Warrant 2/05
Family and Medical Leave 12/95
Field Interviews and Pat-Down Searches 8/00
Firearms 12/05
Foot Pursuit 2/03
Grievance Procedures 7/92
Harassment and Discrimination - Workplace 4/00
Hate Crimes 2/08
HIV/AIDS Prevention 12/99
Hostage Situations 9/07
Identity Crime (no charge) 5/08
Inspections 4/02
Interrogations and Confessions 1/04
Investigating Child Abuse 10/93
Investigating Sexual Assault 05/05
Investigation of Employee Misconduct 7/01
Investigation of Officer Involved Shootings 8/99
Juvenile Curfew Enforcement 10/92
Juvenile Enforcement and Custody 10/92
Knife Safety and Usage 2/05
Law Enforcement Canines 7/00
Less Than Lethal Weapons 2/02
Line-of-Duty Deaths 7/92
Lockups and Holding Facilities 4/95
Major Crime Scenes 4/95
Micro-Cassette Recorders 3/01
Missing Children 7/00
Missing Persons 9/94
Mobile Video Recording Equipment 03/05
Motor Vehicle Crash Review Process 10/96
Motor Vehicle Impoundment 2/97
Motor Vehicle Inventories 1/94
Motor Vehicle Searches 6/00
Motor Vehicle Stops 12/03
Mutual Aid 4/05
Multi-Agency Investigation Teams 2/95
Obtaining a Search Warrant 4/95
Off-Duty Conduct: Powers of Arrest 2/06
Overtime 3/00
Pandemic Flu Planning and Response Special Order 7/07
Pepper Aerosol Restraint Spray 9/94
Performance Recognition Awards 4/02
Personally Assigned Vehicles 5/07
Personnel Transfer and Rotation 9/94
Police Victim Assistance 10/91
Police-Citizen Contacts 8/00
Police-Media Relations 10/91
Polygraph Examinations 3/96
Post-Shooting Incident Procedure 5/90
Preliminary Death Investigation 4/97
Protection of Firearms and Explosives 1/94
Rapid Response and Deployment 7/07
Registering and Tracking Sex Offenders 11/07
Reporting Use of Force 8/00
Responding to Suspicious Mail: Biological Threats 1/04
Response to Civil Litigation 10/96
School Liaison 2/97
Secondary Employment 10/96
Showups, Photographic Identifications and Lineups 2/92
Standards of Conduct 8/97
Strikes and Labor Disputes 9/94
Strip and Body Cavity Searches 12/95
Suicide Bombings 7/08
Temporary Light Duty 12/95
The Deaf and Hard of Hearing 7/03
The Patrol Rifle: Considerations for Adoption and Use Paper (stand alone document) 02/07
Transportation of Prisoners 10/96

Unbiased Policing 4/04
Use of Force 2/06
Vehicular Pursuit (No Charge) 10/96
Volunteers 4/04
Written Directive System 4/02

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515 North Washington St, Alexandria, VA USA 22314 phone: 703.836.6767 or 1.800.THE IACP fax: 703.836.4543

APPENDIX 5 – IN-SERVICE TRAINING OPPORTUNITIES

See following pages.

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ALLEGHENY COUNTY
PENNSYLVANIA

A GREAT PLACE TO LIVE, WORK & PLAY
 & HOME OF AMERICA'S MOST LIVABLE CITY

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Police Training Academy

2011 Elective In-Service Training Courses

Course Description	Regist. Form	Days	Dates		Times		Fees
			From	To	From	To	
 Registration Form for All ILEE Courses							
Vehicle Search and Seizure	ILEE	F	1/7	1/7	8 am	5 pm	N/A
DUI Case Law 2010-11	ILEE	F	1/14	1/14	8 am	5 pm	N/A
Initial Law Enforcement Response to Suicide Attacks (ILERSBA)	ACPTA	Tu.	1/18	1/18	8 am	5 pm	N/A
Conducting Complete Traffic Stops	ILEE	F	2/4	2/4	8 am	5 pm	N/A
Instrument Operator Certification-BAC DataMaster	ILEE	M-Th.	2/7	2/10	8 am	5 pm	N/A
Standardized Field Sobriety Testing Practitioner Update	ILEE	F	2/18	2/18	8 am	12 pm	N/A
Sobriety Checkpoints Refresher	ILEE	F	2/18	2/18	1 pm	5 pm	N/A
PPCT Violent Patient Management Instructor Certification	Jack Leonard	M-W	2/21	2/23	8:30 am	4:30 pm	\$300
Lamp Examination CANCELLED	ILEE	F	2/25	2/25	8 am	5 pm	N/A
Fire Forensics Workshop CANCELLED	ILEE	F	3/4	3/4	8 am	5 pm	N/A
Drug Field Testing Certification-NIK System	ILEE	F	3/11	3/11	8 am	4:30 pm	N/A
PPCT Defensive Tactics Instructor Recertification Course	Jack Leonard	M-W	3/14	3/16	8:30 am	4:30 pm	\$250
PPCT Defensive Tactics Instructor Course	Jack Leonard	M-F	3/21	3/25	8:30 am	4:30 pm	\$400
Marijuana: Palliative or Poison (Course # TBA)	ILEE	W	3/23	3/23	8 am	3 pm	N/A
Nighttime Visibility CANCELLED	ILEE	F	3/25	3/25	8 am	5 pm	N/A
Spanish for Cops I	Chief Johnny Rife	M-Tu.	3/28	3/29	8 am	5 pm	\$95
Enforcement of Vehicle Inspection Regulations (EVIR)	ILEE	M-W	4/11	4/13	8 am	4:30 pm	N/A
High Risk Vehicle Stops	ILEE	Th.	4/14	4/14	8 am	5 pm	N/A
Grant Management Class	GMUSA	M-Tu.	4/18	4/19	9 am	4 pm	\$595
Handling Anger in Interviews & Traffic Stops	ILEE	W	4/20	4/20	8 am	4:30 pm	N/A
Handling Anger in the Alcohol/Drug Impaired Subject	ILEE	Th.	4/21	4/21	8:30 am	11:30 am	N/A

 Interviewing the Alcohol/Drug Impaired Subject	ILEE	Th.	4/21	4/21	12:30 pm	3:30 pm	N/A
 Traffic Patrol/Drug Interdiction	ILEE	M-Tu.	4/25	4/26	8 am	4:30 pm	N/A
 Fundamentals of On-Scene Vehicle Collision Investigation DATE CHANGE TO AUG.	ILEE	W-F	8-22	8-24	8 am	5 pm	N/A
 Police Supervisor In-Service Training (POSIT)	Penn State	M-F	5/2	5/6	8 am	5 pm	\$620
 Collision Investigation Refresher-Level I-On-Scene,-Homicide by Vehicle Collision Investigation CANCELLED	ILEE	M	5/2	5/2	8 am	5 pm	N/A
 Collision Investigation Refresher-Level II-Technical & Advanced Analysis-Collision Investigation CANCELLED	ILEE	Tu.	5/3	5/3	8 am	5 pm	N/A
 Collision Investigation Refresher-Level III-Traffic-Collision-Reconstruction CANCELLED	ILEE	W	5/4	5/4	8 am	5 pm	N/A
 Field Training Officer (F.T.O.)	Penn State	M-W	5/9	5/11	8 am	5 pm	\$390
Sharpen Your Edge / Perception of Danger (Course # TBA)	ILEE	M	5/9	5/9	8 am	3 pm	N/A
 Handling The Drug Abuser	ILEE	Tu.	5/10	5/10	8:30 am	4:30 pm	N/A
What's New in Drugs-2011(Course # TBA)	ILEE	W	5/11	5/11	8:30 am	11:30 am	N/A
Auto Theft 101 and 102	ACPTA	Th.	5/12	5/12	9 am	4 pm	N/A
Auto Theft 103, 104, 105, 106	ACPTA	F	5/13	5/13	9 am	3 pm	N/A
 Police Executive Development I (POLEX 1)	Penn State	M-F	5/16	5/20	8 am	5 pm	\$620
 PPCT Ground Avoidance/Ground Escape Instructor (GAGE)	Jack Leonard	M-W	5/16	5/18	8:30 am	4:30 pm	\$300
 PPCT Ground Avoidance/Ground Escape Instructor (GAGE)-Recertification Course	Jack Leonard	Th.-F	5/19	5/20	8:30 am	4:30 pm	\$175
 Motorcycle Collision Investigation CANCELLED	ILEE	M-W	5/23	5/25	8 am	5 pm	N/A
 Police Executive Development II (POLEX 2)	Penn State	M-F	6/13	6/17	8 am	5 pm	\$620
 PPCT Sexual Harassment, Assault, Rape Prevention Instructor (SHARP)	Jack Leonard	M-W	6/13	6/15	8:30 am	4:30 pm	\$300
 PPCT Sexual Harassment, Assault, Rape Prevention Instructor Recertification (SHARP)	Jack Leonard	Th.-F	6/16	6/17	8:30 am	4:30 pm	\$250
 Interviewing I	ILEE	M	6/13	6/13	8 am	4:30 pm	N/A
 Interviewing II	ILEE	Tu.	6/14	6/14	8 am	4:30 pm	N/A
 Interviewing III	ILEE	W	6/15	6/15	8 am	4:30 pm	N/A
 Interviewing IV	ILEE	Th.	6/16	6/16	8 am	4:30 pm	N/A
 PPCT School Safety & Healthy Children Instructor Certification	Jack Leonard	M-Tu.	6/20	6/21	8:30 am	4:30 pm	N/A
 Police Conduct: Personal Guidelines & Departmental Strategies	Penn State	M-Tu.	6/20	6/21	8 am	5 pm	\$300
 PPCT Disruptive Student Management Instructor Course	Jack Leonard	W-F	6/22	6/24	8:30 am	4:30 pm	\$300
 Interviewing Juveniles	ILEE	M	6/27	6/27	8 am	5 pm	N/A
Marijuana: Palliative or Poison (Course # TBA)	ILEE	Tu.	6/28	6/28	8 am	3 pm	N/A
Prescription Medication/Drug Abuse (Course # TBA)	ILEE	W	6/29	6/29	8 am	3 pm	N/A
 Car Seat Certification Class	NSCPS	M-Th.	6/27	6/30	8 am	5 pm	\$75
Improving Vehicle Patrol: Officer Safety & Awareness (Course # TBA)	ILEE	Th.	6/30	6/30	8:30 am	11:30 am	N/A

Interviewing Victims & Witnesses (Course # TBA)	ILEE	Th.	6/30	6/30	12:30 pm	3:30 pm	N/A
Aggressive Driving/Road Rage (Course # TBA)	ILEE	Tu.	7/12	7/12	8 am	3 pm	N/A
Handling Anger in the Alcohol/Drug Impaired Subject	ILEE	W	7/13	7/13	8:30 am	11:30 am	N/A
Interviewing the Alcohol/Drug Impaired Subject	ILEE	W	7/13	7/13	12:30 pm	3:30 pm	N/A
Spanish for Cops I	Chief Johnny Rife	M-Tu.	8/29	8/30	8 am	5 pm	\$95
PPCT Spontaneous Knife Defense Instructor	Jack Leonard	M-W	9/12	9/14	8:30 am	4:30 pm	\$300
PPCT Spontaneous Knife Defense Instructor Recertification	Jack Leonard	Th.-F	9/15	9/16	8:30 am	4:30 pm	\$175
Instrument Operator Certification-BAC DataMaster	ILEE	M-Th.	9/12	9/15	8 am	5 pm	N/A
Instrument Operator Changover-BAC DataMaster	ILEE	F	9/16	9/16	8 am	4:30 pm	N/A
Enforcement of Vehicle Inspection Regulations (EVIR)	ILEE	M-W	9/19	9/21	8 am	4:30 pm	N/A
Police Executive Development III (POLEX 3)	Penn State	M-F	9/26	9/30	8 am	5 pm	\$620
Drug Field Testing Certification-NIK System	ILEE	M	10/3	10/3	8 am	4:30 pm	N/A
Traffic Patrol/Drug Interdiction	ILEE	Tu.-W	10/4	10/5	8 am	4:30 pm	N/A
Interviewing Juveniles	ILEE	Th.	10/6	10/6	8 am	5 pm	N/A
High Risk Vehicle Stops	ILEE	M	10/10	10/10	8 am	5 pm	N/A
Vehicle Search & Seizure	ILEE	Tu.	10/11	10/11	8 am	5 pm	N/A
DUI Case Law 2010-2011	ILEE	W	10/12	10/12	8 am	5 pm	N/A
Auto Theft 101 & 102	ACPTA	M	10/17	10/17	9 am	4 pm	N/A
Auto Theft 103, 104, 105, & 106	ACPTA	Tu.	10/18	10/18	9 am	3 pm	N/A
Police Supervisor In-Service Training (POSIT)	Penn State	M-F	10/24	10/28	8 am	5 pm	\$620
Interviewing I	ILEE	M	10/24	10/24	8 am	4:30 pm	N/A
Interviewing II	ILEE	Tu.	10/25	10/25	8 am	4:30 pm	N/A
Interviewing III	ILEE	W	10/26	10/26	8 am	4:30 pm	N/A
Interviewing IV	ILEE	Th.	10/27	10/27	8 am	4:30 pm	N/A
Police Executive Development IV (POLEX 4) (Advanced POLEX 2)	Penn State	M-F	10/31	11/4	8 am	5 pm	\$620
Conducting Complete Traffic Stops	ILEE	M	11/7	11/7	8 am	5 pm	N/A
Standardized Field Sobriety Testing Practitioner Update	ILEE	Tu.	11/8	11/8	8 am	12 pm	N/A
Sobriety Checkpoints Refresher	ILEE	Tu.	11/8	11/8	1 pm	5 pm	N/A
Grant Writing Workshop	GWUSA	W-Th.	11/9	11/10	8 am	5 pm	\$425
Handling Anger in Interviews & Traffic Stops	ILEE	Th.	11/10	11/10	8 am	4:30 pm	N/A
Seat Belt & Occupant Kinematics CANCELLED	ILEE	M-W	11/14	11/16	8 am	5 pm	N/A

2011 Firearms Courses

Course Description	Regist. Form	Days	Dates		Times		Fees
			From	To	From	To	

 NRA Basic Handgun/Shotgun Instructor	NRA	M-F	5/9	5/13	7:30 am	5 pm	\$525
 Safariland Shooting School, Handgun II	Safari.	W-Th.	6/1	6/2	7:30 am	5 pm	\$500
 Safariland Wall Banger Course	Safari.	F	6/3	6/3	7:30 am	5 pm	\$195
 NRA Tactical Shooting Instructor	NRA	M-F	6/13	6/17	7:30 am	5 pm	\$525
 Simunition Scenario Instructor & Safety Certification Course	SIM	Tu.-Th.	6/28	6/30	8 am	3 pm	\$595
 Glock Armorer's Course	GLOCK	W	7/6	7/6	8 am	5 pm	\$150
 Glock Armorer's Course	GLOCK	Th.	7/7	7/7	8 am	5 pm	\$150
 NRA Patrol Rifle Instructor	NRA	M-F	11/7	11/11	7:30 am	5 pm	\$525
 Sig Sauer Armorer Certification-Pistols	SIG	M-Tu.	10/31	11/1	8 am	5 pm	\$395
 Sig Sauer Armorer Certification-M16/M4/AR15 Rifle	SIG	W	11/2	11/2	8 am	5 pm	\$250

APPENDIX 6 – SAMPLE SICK LEAVE POLICY

SICK LEAVE

The accrual and use of employee sick leave benefits will be in accordance with the current labor contracts. If an employee is unable to report for duty due to his or her own illness, injury, or disease, the following procedures shall be followed:

1. Employees who are unable to report for duty due to illness, injury, or disease incurred while off duty shall notify the on-duty supervisor of their condition as soon as possible. The supervisor will then mark the work schedule appropriately and ensure sufficient manpower will be available by assigning overtime if necessary.
2. Employees on sick leave may not leave their residences during their normal duty hours, except for medical necessity with prior notification of the on-duty supervisor.
3. Supervisors have the authority to place an employee off duty on sick leave if the employee is suffering from illness, injury, or disease that impairs him or her in performing duties.
4. Employees taking more than four consecutive duty days of sick leave must provide the Chief of Police with written permission from a physician before returning to regular duty.
5. The Chief of Police has the authority to order an employee be examined by a physician selected by the Chief for purposes of determining fitness to perform duties. The cost of such examinations shall be paid by the City.

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APPENDIX 7 – NEW POLICE CHIEF MENTORING PROJECT

See following pages.

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New Police Chief Mentoring Project

How do you plan to succeed?

RESOURCES

NETWORK



Network with chiefs who know the challenges you face.



International Association of Chiefs of Police



BJA Bureau of Justice Assistance

Mentors
lead to
Success



New Police Chief Mentoring Project

Newer Chiefs

RESOURCES
NETWORK



Benefits:

- Acquire no-cost, confidential, one-on-one mentoring with experienced mentor chiefs from similar sized agencies across the country
- Obtain resources tailored to meet individual needs
- Build your executive skill set and capacity through a professional development experience
- Access to individual mentor, nationwide mentoring network, and Mentoring Project staff

Requirements:

- In your first three years of appointment as a chief in a smaller or tribal police department
- Serve a population up to 50,000

"The Mentoring Project and the relationship with my mentor helped me to **establish** additional **relationships and resources** that will benefit my organization for many years to come, learn from the early mistakes of others, and understand the position better so I can serve better. Thank you for the opportunity."

*Jeffrey W. Faries, Chief of Police,
Colonial Heights Police Department, VA*



"Overall the Mentoring Project has helped me to make more **informed decisions**, increased my awareness as a chief, and eased the transition into my new position."

*Edna Johnson, Chief of Police,
Brunswick Police Department, GA*

How to Become Involved

- No cost to participate
- Do not need to be an IACP member
- Download mentor and/or newer chief application online at www.IACPMentoring.org or email Mentoring@theiacp.org



Mentors

KNOWLEDGE
EXPERIENCE

"The Mentoring Project has allowed me to provide **valuable assistance** to fellow chiefs, stay current and committed to my profession, and gives me the opportunity to hear new ideas."

*Paul Schultz, Chief of Police,
Lafayette Police Department, CO*

"Participation in the Mentoring Project enabled me to assist a new chief in finding the **road to success**, continue contributing to the law enforcement profession in a meaningful way, and continue learning from the current issues of others."

*J. Stephen Cox, Chief of Police, Ret.,
Leawood Police Department, KS*

Benefits:

- Improve existing skill set and capacity through a no-cost professional development program
- Access to Mentoring Project staff and nationwide mentoring network
- Continue a legacy in law enforcement by sharing your knowledge of unique smaller and/or tribal department challenges

Requirements:

- Possess 5 years minimum experience as a police chief in a smaller or tribal police department and must have been active in law enforcement within the past 5 years
- Serve a population up to 50,000
- Desire to share your experiences with others

Resources

Complimentary copy of Police Chiefs Desk Reference, Second Edition (available to the public for \$35 at www.PoliceChiefsDeskReference.org)

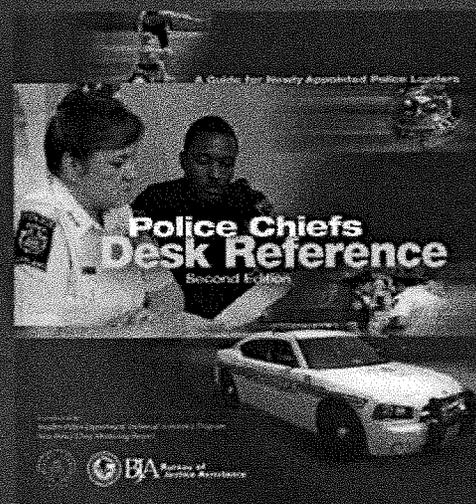
Mentoring Project Guidebook

Big Ideas for Smaller Police Departments Quarterly E-Newsletter

Best Practices Guides

One-to-one relationships

Nationwide network of peers through project Listserv



Project Overview

The New Police Chief Mentoring Project is a major component of the Smaller Police Department Technical Assistance Program. With support from the Bureau of Justice Assistance, U.S. Department of Justice, the Mentoring Project provides resources to newer chiefs from smaller and tribal agencies across the nation. Experienced mentor chiefs are matched with newer chiefs for three to six months of formal mentoring, supported by the IACP Mentoring Project team.

"The Mentoring Project is a great program that fills a void and provides a new chief an avenue to talk to someone removed from the immediate situation and ask questions without feeling embarrassed to not know an answer. I wish I had this experience when I first became chief."

*David Kurz, Chief of Police,
Durham Police Department,
NH - Mentor*

**Mentors
lead to
Success**

New Police Chief Mentoring Project



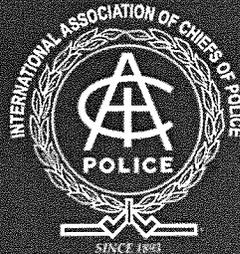
Contact Information

**IACP New Police Chief
Mentoring Project**

1-800-THE-IACP ext 844 or 847

Mentoring@theiacp.org

www.IACPMentoring.org



**International
Association of
Chiefs of Police**

This project was supported by Grant No. 2007-DD-BX-K113 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, and the Office for Victims of Crime. Points of view or opinions in this document are those of the author and do not represent the official position or policies of the U.S. Department of Justice.

APPENDIX 8 – POLICE DEPARTMENT DETAILED BUDGET

EXPENDITURE CATEGORY	ACTUAL						
POLICE DEPARTMENT	2004	2005	2006	2007	2008	2009	2010
Salary - Mayor	5,192	5,000	5,000	5,000	5,000	5,000	5,000
Salary - Police Chief	48,592	48,110	49,572	51,190	52,814	54,166	65,095
Salaries - Police Officers	635,757	650,895	649,551	661,546	707,016	692,141	608,926
Salaries - Juvenile Officer	42,157	42,110	43,111	45,454	46,923	48,535	50,034
Health Benefit	174,358	178,158	183,531	197,991	209,685	208,878	217,743
Life Insurance	2,430	2,430	2,284	2,453	2,453	2,430	1,773
FICA/Medicare Expense	8,198	8,108	9,952	8,987	9,488	9,797	9,302
Workers' Compensation	27,629	34,758	44,287	56,392	74,662	69,805	59,268
Police Training (Act 120)	11,444	10,692	14,341	12,575	12,600	9,173	15,657
ERT Team Training	-	-	-	-	5,492	-	347
Overtime (Special Details)	-	-	-	-	-	-	7,081
Overtime (Regular)	11,291	26,295	49,367	33,779	29,065	50,879	27,962
Sift Diff/OIC Pay	18,212	18,612	20,543	23,336	20,013	19,591	18,272
Overtime (Invest/Arrests/Legal)	14,066	12,168	19,033	16,846	15,884	16,547	19,040
Overtime (Task Force)	803	800	2,966	7,105	(1,113)	(2,672)	16,823
Office Supplies	2,653	2,937	3,678	3,029	2,733	1,749	2,152
Gasoline & Oil	15,844	20,898	21,233	26,056	33,511	18,943	34,455
Uniforms	9,264	10,736	10,589	15,390	12,104	9,954	9,166
Cleaning Services and Supplies	3,687	3,831	4,516	4,391	4,113	4,571	4,218
Computer Support (Protocol)	1,600	1,650	1,700	1,793	1,790	1,950	-
Radio & Telephone	11,683	12,032	8,457	7,169	7,082	4,993	6,841
Postage	951	712	650	1,128	1,111	723	626
Gas & Electric	4,049	5,286	5,007	5,609	5,523	5,319	4,704
Maintenance/Office Equipment	1,130	1,230	1,099	974	1,122	1,148	1,370
Vehicle Maint. & Towing	20,223	22,371	24,433	22,650	16,276	14,466	8,259
D.U.I Expenses	1,607	788	1,305	4,710	4,536	947	319
Capital Outlay - Computer System	4,668	5,667	5,066	5,728	5,351	6,375	3,541
Capital Outlay (Vehicles)	-	-	-	5,756	17,795	29,392	29,651
Crime Scene & Safety Supplies	1,248	1,632	883	1,657	-	609	327
Public Safety Grant Cap. Outlay	-	-	8,367	-	940	9,900	13,205
SUBTOTAL	1,078,735	1,127,907	1,190,520	1,228,694	1,308,639	1,297,269	1,241,275

Source: City of Bradford Financial Analysis

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APPENDIX 9 – MERGING/CONSOLIDATING FIRE SERVICES IN PA

The primary reason to embark on any consolidation or merger of fire services should focus on improved fire service response and operations, with a secondary consideration of economics and management.

The fire service in Pennsylvania has seen dramatic changes in the last 20 years, including declining firefighter numbers, a broader range of emergencies to respond to (hazardous materials, EMS/QRS, technical rescue), and additional qualifications required to meet training, grant eligibility, or insurance requirements. While the number of serious fires and fire fatalities has decreased nationwide, the overall number of emergencies (CO alarms, good intent alarms) continues to grow. Also affecting Pennsylvania departments is the aging of its firefighter force.

Each community and its emergency services are being tasked to provide greater levels of service with shrinking resources and decreasing funding. The need exists to evaluate and change the current model to provide the requisite emergency response organizations and funding to meet community requirements, where appropriate.

Each community must determine what is needed to protect their community, how much it will cost, how it will be funded, and how the services will be delivered.

The combining of fire departments is a means by which an increasing number of municipalities and fire departments are responding to the issues noted above. This combination of services can range from simple agreements for mutual aid and shared standards and purchasing to a complete merger. While it can be completed in many forms, there are five categories that cover most opportunities:

- **Administrative:** Two or more fire departments maintain separate operations, but share some administrative functions. An example would be common purchasing and standardization of equipment and procedures to control costs.
- **Partial:** Departments maintain legal separation, but work as a group for defined service areas, such as rescue response and other mutual aid. This may include joint purchase of shared equipment and apparatus.
- **Functional:** Departments maintain legal separation, but perform certain functions as one department, such as training and maintenance.
- **Operational:** Departments maintain legal separation, but join together for all administrative and operational functions, delivering services as one department.
- **Full:** Two or more departments merge completely into a single legal entity. All service demands across multiple municipalities are met by one organization.

Service level issues to be considered during consolidation include the following:

- Amount of time it takes fire units and firefighters to respond to emergencies
- Number of firefighters who respond to a call
- How costs will be shared
- Equipment and apparatus placement at fire stations
- Minimum training levels

Consolidation or merger of two or more fire departments can result in the following improvements:

- One fire department
- One set of rules, regulations, and operating guidelines
- One personnel management system
- One chain of command
- One budget

National experiences tracked by the International Association of Fire Chiefs (IAFC) show major improvements in service and efficiency following consolidations, including the following:

- Improved fireground communications
- Improved standard fireground operations
- Improved firefighter safety
- Cost transparency to the municipalities
- Reduction in administrative requirements

APPENDIX 10 – FIRE DEPARTMENT AGILITY TEST

Prerequisite: A firefighter/candidate who has passed a physical from an approved physician stating that this person is capable of withstanding the physical stresses of firefighting duties.

Preparation: The firefighter/candidate is wearing athletic shoes, sweatpants, and a t-shirt. The firefighter/candidate is to use his/her own equipment or is issued the following for the test (approximately 60 lbs of equipment):

- 1 – firefighter turnout coat
- 1 – firefighter standard helmet
- 1 – pair firefighter standard gloves
- 1 – 30-minute SCBA, with cylinder, no face piece

The firefighter dons this gear and SCBA and secures in a standard manner, including all coat fasteners, helmet straps, SCBA straps and connections, and gloves on both hands.

An obstacle course will be set up with standard firefighting equipment laid out in stations as follows:

1. A station where the firefighter can drag a 50-foot section of 2 ½" hose (70 lbs) for 50 feet and drag it back.
2. A station where the firefighter can have a 50-foot section of 2 1/2" hose (70 lbs) placed on their shoulder and climb 2 flights of stairs (12 to 15 steps) and return and drop the hose.
3. A station where the firefighter can pick up and carry a standard 14-foot fire department roof ladder (80 lbs) in a one firefighter shoulder carry, then carry it 100 feet up a 5% to 7% grade, and return.
4. A station where the firefighter can remove the 14-foot ladder from the shoulder carry and place it in the proper position for climbing against a building wall.
5. A station where the firefighter can climb a standard 24-foot fire department extension ladder and return to the ground.
6. A station where the firefighter can climb a 3-foot wall, scale a 4-foot wall through an opening/window, and climb down 3 feet to a platform and return to the ground.
7. A station where the firefighter can carry a fire department smoke ejector (25 lbs) up 2 flights (12 to 15 steps) and place it on a landing. The firefighter then picks up and carries a fire department K-12 style saw (25 lbs) up another flight of stairs (12 to 15 steps), and places the saw on the landing. The firefighter then picks up a standard 2 ½ gallon water fire extinguisher (25 lbs), takes it down 1 flight of stairs, places it down, picks up the smoke ejector, and returns down the last 2 flights of stairs to its original position.

8. A station where the firefighter can use a 12-lb sledgehammer to drive a 17" inflated tire (80 lbs) and rim down a 16' platform at waist level. If the hammer touches the platform or the tire falls off, the exercise must begin again
9. A station where the firefighter can crawl on all fours for 25', preferably through a tube, tunnel, or any space approximately 3 ft. in diameter
10. A station where the firefighter can drag a 175-lb rescue mannequin 50 ft.

This should be completed in 6 minutes, 30 seconds or less to qualify as a firefighter/candidate.

APPENDIX 11 – SAMPLE MUTUAL AID AGREEMENT

Mutual Aid Agreement

THIS AGREEMENT is made by and between the Bradford Fire Department and the Community B Fire Department.

WHEREAS, each of the parties hereto has an interest in the control of fire, fire prevention education programs, rescue services, hazardous materials control, building fire and occupancy inspections, and/or other emergency support; and,

WHEREAS, each of the parties owns and maintains equipment and retains personnel who are trained to provide various levels of service in the control of fire, fire prevention education, rescue services, hazardous materials control, building fire and occupancy inspections, and/or other emergency support; and

WHEREAS, in the event of a major fire, disaster, or other emergency, either party may need the assistance of the other party to this Agreement to provide supplemental fire suppression, equipment and personnel, hazardous materials control, and/or other emergency support; and

WHEREAS, each of the parties may have the necessary equipment and personnel available to provide such services to the other party to this Agreement and in the event of such a major fire, disaster, or other emergency; and

WHEREAS, the facilities of each party are located in such a manner as to enable each party to render mutual assistance to the other; and

WHEREAS, each of the parties to this Agreement has determined that it is in the best interest of each party to set forth guidelines for providing mutual assistance to each other in the case of a major fire, disaster, or other emergency.

NOW THEREFORE, in consideration of the mutual promises and covenants contained herein and intending to be legally bound hereby, the parties hereto agree as follows:

Purpose: The stated purpose of the Mutual Aid Agreement is to provide mutual assistance to the parties for control of fire, fire prevention education programs, rescue services, hazardous materials control, and/or other emergency support in the event of a major fire disaster or other emergency.

Request for Assistance: When a structural fire alarm or reported structure fire is reported, the two departments will be dispatched automatically with the department in whose jurisdiction the alarm is located dispatched first.

The Commanding Officer or Incident Commander of the fire department at the scene of an emergency within the boundaries of that department's geographical jurisdiction is authorized to request assistance from the other department if confronted with an emergency situation at which the department has need for equipment or personnel in excess of that available at the requesting

department's facilities. This is permitted if the fire department has not been automatically dispatched.

Response to Request: Upon receipt of a request, the Commanding Officer of the party receiving the request (also known as the "Responding Party") shall immediately take the following action:

Determine if the Responding Party has the equipment and personnel available to respond to the request of the Requesting Party and determine the type of the equipment and number of personnel available.

Determine what available equipment and what available personnel should be dispatched in accordance with the plans and procedures established by the parties.

In the event the requested equipment and/or personnel are available, then the Commanding Officer shall assign such equipment and personnel to the scene of the emergency with proper operating instructions.

In the event the requested equipment and/or personnel are not available, then the Commanding Officer shall immediately advise the Requesting Party of such fact.

Command Responsibility at Emergency Scene: The Incident Command of the Requesting Party at the scene of the emergency to which the response is made shall be in command of the operations under which the equipment and personnel sent by the Responding Party shall serve; provided, however, that the responding equipment and personnel shall be under the immediate supervision of the officer in charge of the responding apparatus. If the Incident Command specifically requests a senior officer of the Responding Party to assume command, then the Incident Command shall not, by relinquishing command, be relieved of responsibility for the operation.

Only qualified, experienced officers, incident commanders and firefighters shall respond to mutual aid assistance incidents. Every effort shall be made to respond with a line officer or senior firefighter to ensure the Incident Command System is utilized and an extreme level of competency, organization, and consistency is maintained. For the purpose of this document an "experienced" or "senior" firefighter is one that has attained or is striving to attain NFPA Standard 1001 Firefighter Professional Qualifications (Firefighter I).

Liability: The parties agree that the Requesting Party shall assume liability and hold the Responding Party harmless from all liabilities that arise out of command decisions or judgments. However, each party agrees to assume responsibility for liabilities arising out of the actions of its own personnel and to hold the other party hereto harmless there from as to action relating to performance under this Agreement.

Post-Response Responsibility: Upon completion of the rendering of assistance, such assistance and help as is necessary will be given by the parties to locate and return any items of equipment to the fire department owning said equipment. All equipment and personnel used under the terms of this Agreement shall be returned to the Responding Party upon being released by the Requesting Party, or upon demand being made by the Responding Party for the return of said equipment and personnel.

Compensation: Each party agrees that it will not seek from the other party compensation for services rendered under this Agreement. Each party hereto shall at all times be responsible to its own employees for the payment of wages and other compensation according to federal employment guidelines and for providing workers' compensation insurance upon said employees; and each party shall be responsible for its own equipment and shall bear the risk of loss therefore, irrespective of whether or not said personnel and equipment are being used within the area of primary responsibility of that party.

Insurance: Each party agrees to maintain adequate insurance coverage for its own equipment and personnel. Adequate and proper documentation of workers' compensation or accident claims shall be made to the respective municipality only. It will be the responsibility of the persons involved to only file reports or claims in their home municipality. Any accident or insurance claim or report shall be documented in completion with the original incident report related to the specific occurrence or incident.

Pre-Incident Planning: The Commanding Officers of the parties may, from time to time, mutually establish pre-incident plans, which shall indicate the types and locations of potential problem areas where emergency assistance may be needed, the type of equipment that should be dispatched under such circumstances, and the training to be conducted to ensure efficient operations. Such plans shall take into consideration the proper protection by the Responding Party of its own geographical jurisdiction. The parties hereto agree to take such steps as are feasible to standardize equipment such as couplings, hose, and apparatus, so that said equipment can be fully utilized by either of the parties hereto.

Shared Purchasing: Shared purchasing shall be encouraged and may occur between both departments and municipalities. Every attempt will be made to promote joint purchasing when the result of said purchase will provide reduced cost or pricing, standardization of supplies or equipment, and promote the efficient operation of the two departments.

Coordination of Services: Both parties agree to cooperate fully by communicating schedules for the purpose of ensuring that sufficient firefighters are available to meet the set goals of each municipality. The municipalities/departments will, whenever possible, participate in testing of new applicants for employment or membership and to the extent possible, develop consistent qualifications for new hires and members. This is not to imply that firefighters are being hired jointly, but that the municipalities wish to share in the administrative costs involved in hiring or adding new members.

Separate or Legal Administrative Entity. Each fire department will continue to operate under its own budgets and finance policies. A new budget will not be established between these two parties.

Document Control: Each fire department will be responsible for documentation of any incident related to this Agreement, and/or all incidents related to requests for mutual aid assistance. Shared documentation will be provided by both departments and will include department reports, forms, and all necessary paperwork related to department operations in regard to mutual aid response, training, and incident management.

Exclusivity: This Agreement is not intended to be exclusive as between parties hereto. Either of the parties may, as that party deems necessary or expedient, enter into a separate Mutual Assistance Agreement or agreements with any other party or parties. Entry into such separate agreements shall not change any relationship or covenant herein contained unless the parties hereto mutually agree in writing to such change.